Civil Service Journal

Vol. 4 No. 3 January–March 1964

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". . . let us begin."

". . . let us continue."

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President Johnson's Message—page 1.

UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 4 Number 3

January–March 1964

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U.S. Civil Service Commission

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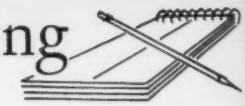
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
WARREN B. IRONS .... *Executive Director*

Worth Noting



THRIFT AND FRUGALITY in Government operations have been emphasized by President Lyndon B. Johnson in several communications to Federal officials and employees.

In his first address to Congress November 27, the President pledged that "Government will set an example of prudence and economy" and said he would insist that Government get "a dollar's value for a dollar spent." Three days later, in a memorandum to heads of Federal departments and agencies, the President expressed his intention to hold the 1965 budget to a minimum; to support Federal agencies in their efforts to eliminate unnecessary procedures, curtail or drop programs of low yield, institute consolidations or other organizational economies, and effect savings in procurement; to support salary scales for civil servants, military personnel, and policy officials "which will enable you to retain and recruit talented, energetic, and imaginative employees"; and to give increased recognition to units and individuals who make notable advances in providing better service at lower cost. In the same message, he told department and agency heads to assume *personal* responsibility for good management and economical administration; to press ahead with programs for manpower controls and utilization; to make certain that each employee is responsible both for doing a good job and for devising ways to do the job better; and to keep him informed as to actions taken to improve operations and cut costs.

On December 11, President Johnson told his Cabinet: "You and I know we can hold the line on employment without causing real damage." Nine out of 10 employees do a full day's work for a day's pay, he said, "but I want that 10th man to measure up also." He called for a cut in paperwork because it breeds overstaffing, careful measurement of workloads, and a stripping down of elaborate organization. A day after Christmas, the President said: "I am still unconvinced that we are getting the maximum output per employee." He said the budget he would submit to Congress in January 1964 would make a reduction in Federal employment.

Addressing a personal message to Federal employees December 13, President Johnson urged: "Give your best to your job and your country." He promised to do his utmost to maintain the high quality and character of the Federal civil service.

(Continued—See Inside Back Cover)

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: James C. Spry, Public Information Office, Room 5F07, U.S. Civil Service Commission, 1900 E Street (South), NW., Washington, D.C., 20415. Telephone 343–7392 or Code 183, Extension 7392. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C., 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of June 1, 196

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THE PRESIDENT'S CHALLENGE TO FEDERAL MANAGERS

I AM ADDRESSING this message to Federal managers through the *Civil Service Journal* because I need your help.

Our Nation has many goals and commitments. We must meet these goals and commitments without an overdraft on the Nation's resources. We can do it only if we get full value for every dollar.

Many people outside Government think we are daring spenders. Let's show by our record that we are, in fact, sparing do-ers.

I challenge all of you to engage in a competition for greater economy and efficiency in Government operations. This is a competition among Federal organizations as well as among individuals, and its true goal is accomplishment of *all* the Nation's essential business.

THERE IS NO INTENTION that we grapple barehanded with our problems. Government uses some of the most advanced methods and equipment to accomplish its work, and properly so. Economy does mean, however, that the manager must:

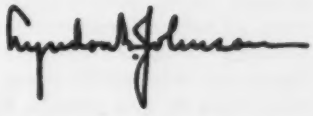
Make hard judgments in setting work priorities.

Challenge the ingenuity of the people in his work force—and reward them for it.

Strive unceasingly for the shorter form, the better way, the more direct method.

The decisions formulated by career managers have a make-or-break impact on overhead costs. There are opportunities for major economies in such areas as organization structure, personnel ceilings, travel, space, and contracts. In many cases a revolutionary approach to our management problems may provide the best solution. Let's demolish what is antiquated, rebuild only what serves a continuing purpose, and clear some ground for brand new methods.

IN THESE ENDEAVORS every member of our working team should play a part. We must utilize incentives and provide recognition and reward for those who answer the call. You can depend upon my personal interest in seeing that this is done.



John F. Kennedy and the
Federal Civil Service:

A Legacy of Progress

"Let the public service be a proud and lively career. And let every man and woman who works in any area of our National Government, in any branch, at any level, be able to say with pride and honor in future years: 'I served the United States Government in that hour of our Nation's need.'"

by JOHN W. MACY, JR., *Chairman*
U.S. Civil Service Commission

WITH THESE WORDS in his first State of the Union Message, John F. Kennedy set the tone and the stage for a new relationship between the Federal career service and the Presidency.

Members of the career civil service were unaccustomed to such uncommon public recognition by a new President, and their spirits were lifted by the promise it presaged. In the months that followed, President Kennedy delivered on that promise, in word and deed, to carry the public service to a high point in progress and prestige.

He frequently cited the dependence of the Nation on the efforts of Federal career men and women. He often addressed personal messages of inspiration and challenge to Government employees. He continually sought to establish ethical and professional goals at even higher levels of service. He took every opportunity to praise Federal workers as individuals and as groups when achievements warranted public recognition. He personally received and visited with the recipients of high Federal and non-Federal awards in his White House office. And he gave dynamic leadership, through administrative action and legislative proposals, to bring about constructive change and improvement in personnel policies and make the Federal service a showcase for democracy and progressive personnel practices.

His legacy of progress to the Federal career service is evidenced in the following statements and actions he authored.

ROLE OF THE CAREER SERVICE

Today we move along the knife-edged path which requires a Government service more highly skilled than ever before. It can only respond to the challenges of the future if there is a working relationship between agency and department heads and the career service that allows each full scope for imaginative and creative effort. This will be the inevitable by-product of mutual respect, recognition of the need for teamwork of the highest order, and the free flow of ideas and information. . . .

During my fourteen years in Congress I have had an opportunity to observe and to admire the high quality of our Career Civil Service. In meeting the grave problems confronting us at home and abroad it is my intention that the Career Civil Service be a full partner. Together we can lead our Nation to new peaks of achievement.

—From a Message to the Career Service in the *Civil Service Journal*, January–March 1961

This unique pledge of a partnership between the Presidency and the Federal career service was the challenge President Kennedy offered, and the members of the Government's work force welcomed it.

He cast the role for the career service and it responded to his leadership as Chief Executive. He called for greater efficiency, increased economy, and rising productivity in day-to-day operations, and significant achievements were recorded on all counts. His confidence in the career corps was vindicated, too, in emergencies at home and abroad—notably in the Berlin and Cuban crises.

ETHICAL STANDARDS

> No responsibility of Government is more fundamental than the responsibility of maintaining the highest standards of ethical behavior by those who conduct the public business. There can be no dissent from the principle that all officials must act with unwavering integrity, absolute impartiality, and complete devotion to the public interest. This principle must be followed not only in reality but in appearance. For the basis of effective government is public confidence, and that confidence is endangered when ethical standards falter or appear to falter.
>
> —From a Message to the Congress, April 27, 1961

Stressing the need for an "impeccable example" at the top, President Kennedy laid down ethical standards for Presidential appointees in an Executive order issued May 5, 1961. Following this lead the Civil Service Commission issued minimum standards of conduct for career employees to departments and agencies. These standards covered conflicts of interest, limitations on outside employment, employee conduct on the job, and other performance requirements. Agency heads were held responsible to see to it that internal directives, based on guidelines in the memorandum, were issued to all employees, reissued at least semiannually thereafter, and made immediately available to all new employees.

Conflict-of-interest laws applicable to advisers and consultants were dealt with in a Presidential memorandum of May 2, 1963, to the heads of departments and agencies. Ethical standards expected of temporary and intermittent advisers and consultants in the conduct of the public business were set forth in the memorandum.

Never before had ethical guidelines been spelled out so comprehensively and painstakingly for Federal officials and employees.

RECRUITMENT

> The decisions you make about your career—your choice of occupational field and selection of an employer—are among the most important of your lifetime. . . .
>
> You will want to assure yourself of interesting, worthwhile, rewarding work in which you can find opportunity for personal satisfaction and achievement, for development of your abilities, for advancement in your chosen field, and for fair compensation.
>
> You will find that the Federal career service meets all of these requirements, and that prospects for satisfying careers in public service are excellent. . . .
>
> I urge you to investigate them, and to consider seriously the benefits to this country and to you of a Government career.
>
> —From message to college students in the 1963 Federal Career Outlook Letter

President Kennedy became the leading recruiter for the career civil service.

He frequently called the attention of young people to the challenge to be found in public service and urged them to consider careers in Government. He spoke to students at universities, to groups of student summer employees, to new foreign service officers at the White House, and to other youth groups. He liked to recall for them Bismarck's remark that one-third of the students of German universities broke down from overwork, another third from dissipation, and that the other third ruled Germany—and he would ask: "Which third is here?"

His personal participation in Government's quest for quality was reflected in the increasing numbers of college students who competed for Federal careers through such examinations as the Federal-Service Entrance Examination during his Administration.

EQUAL EMPLOYMENT OPPORTUNITY

> I intend to ensure that Americans of all colors . . . will have equal access to employment within the Government, and with those who do business with the Government.
>
> —Statement upon signing Executive Order 10925, March 6, 1961

Less than two months after taking office, President Kennedy combined the former President's Committee on Government Contracts and the President's Committee

on Government Employment Policy into a single President's Committee on Equal Employment Opportunity, with Vice President Lyndon B. Johnson as its Chairman.

Equal employment opportunity was not a new policy in Government, but through "this vastly strengthened machinery," as President Kennedy termed it, affirmative emphasis and action were brought to bear on the problem. To assure that members of minority groups were aware of Federal employment opportunities and that they were welcome to compete for public service careers, the Civil Service Commission and employing agencies made recruiting visits to colleges with predominantly Negro enrollments. Through memoranda and meetings, managers at all levels in Federal agencies throughout the country were made aware that the Presidential policy was to be translated into action programs.

The Civil Service Commission conducted community reviews in scores of Federal employment centers to assure that opportunities were adequately publicized and that minority group members were given fair consideration for appointment and advancement. Surveys were conducted to determine the number of members of minority groups employed and to obtain information on employment and advancement patterns. Gains in employment of Negroes were substantial—from June 1961 to June 1962, 17 percent of new hires were Negro, and Negroes accounted for 13 percent of the Federal work force at the end of the period.

OPPORTUNITY FOR WOMEN

> Women are entitled to equality of opportunity for employment in Government and in industry. But a mere statement supporting equality of opportunity must be implemented by affirmative steps to see that the doors are really open for training, selection, advancement, and equal pay. I believe that Federal employment practices should be a showcase of the feasibility and value of combining genuine equality of opportunity on the basis of merit with efficient service to the public.
>
> —Statement upon the establishment of the President's Commission on the Status of Women, through Executive Order 10980, December 14, 1961

President Kennedy felt that women were not permitted full participation in many aspects of our national life, and that their skills were underutilized.

In setting up his Commission on the Status of Women, the President instructed it to review the past progress of women in our society and to make recommendations as needed for constructive action to advance the full partnership of men and women in our national life. The Commission established seven committees to work

OF THE ELEVEN employees upon whom President Kennedy conferred the President's Award for Distinguished Federal Civilian Service, Alain C. Enthoven (left above) at age 32 was youngest ever to receive award. Dr. Frances O. Kelsey (right) was nationally acclaimed for her achievement in keeping the harmful drug thalidomide off the market.

in specific areas, one of which was the Committee on Federal Employment Policies and Practices.

As a first step toward the President's expressed objective of eliminating sex discrimination from the Federal service, the Attorney General was asked to review a 1934 opinion of his office based upon interpretation of an 1870 statute, which held that agency heads had the sole legal discretion to limit any position to one or the other sex, as they chose. In June 1962 the Attorney General reversed this interpretation and said in effect that the President had overall authority to prescribe *any* conditions for appointment based on sex. At the President's request, the Civil Service Commission responded by issuing new regulations requiring certification for all but a few specific positions to be made without regard to sex.

In October 1963 the President's Commission on the Status of Women submitted its report and recommendations to the President. By Executive Order 11126, November 1, 1963, the President established an Interdepartmental Committee and a Citizens Advisory Council on the Status of Women to assure effective and continuing leadership in this area.

EMPLOYMENT OF THE HANDICAPPED

> It is fitting that Government, as an employer, should lead the way in selective placement of physically handicapped persons so as to utilize their skills and abilities. . . .
>
> —From Memorandum to Agency Heads, September 6, 1961

We are now working particularly hard and in recent months in the Government on the hiring of the mentally retarded . . . and also for

HISTORIC MOMENT in Federal employee-management relations came with President Kennedy's signing Executive Order 10988 on January 17, 1962. The Order established a Presidential policy on the rights and responsibilities of both employees and management in working together in the public interest.
(*Interior, Park Service photo*)

those whom we regard as mentally restored, those who pass through a difficult period but who are fully capable of carrying their burden.

—From remarks before the President's Committee on Employment of the Handicapped, November 7, 1963

The President's interest in people and his belief that all should be given an opportunity to utilize their skills and abilities were clearly evident in his commitment to programs for hiring the handicapped.

In his September 1961 memorandum to the heads of departments and agencies he reaffirmed and gave new impetus to the Government-wide policy on selective placement and utilization of the handicapped within the Federal service. A few short months later, in February 1962, he issued Executive Order 10994, continuing the President's Committee on Employment of the Physically Handicapped but dropping the word "Physically" from the title. The mentally restored, in addition to the physically handicapped, were accorded employment opportunities in the Federal service and efforts were made to locate specific jobs that could be performed by the mentally retarded.

Within the short timespan between the two quotes above—September 6, 1961, to November 7, 1963, a few short days before President Kennedy's death—the ratio of handicapped persons hired increased to 19 in every 1,000 new hires, almost double what it had been.

EMPLOYEE-MANAGEMENT RELATIONS

The right of all employees of the Federal Government to join and participate in the activities of employee organizations, and to seek to improve working conditions and the resolution of grievances should be recognized by management officials at all levels. . . . The participation of Federal employees in the formulation and implementation of employee policies and procedures affecting them contributes to the effective conduct of public business. . . .

—From Memorandum to Agency Heads, June 22, 1961

In signing Executive Order 10988 on January 17, 1962, President Kennedy signaled the start of a new era in employee-management relations in the Federal service.

Outgrowth of recommendations by a Task Force the President had established early in his administration, the Executive order established a long-needed Presidential policy on the rights of employees to organize, to have their organizations recognized, and to participate in the formulation of policies affecting them and their working conditions. It provided for equalization of appeal rights for veterans and nonveterans, management consultation or negotiation with recognized employee organizations, recognition of the proper role of employee organizations in grievance proceedings, clearer definitions of management and labor in Government for a better understanding of their respective roles and responsibilities, and development of a code of fair labor practices and of standards of conduct for employee organizations. In the following year a Task Force recommendation to provide for voluntary withholding of individual dues for recognized employee organizations was implemented by administrative action.

Since the new program for employee-management relations went into effect, exclusive recognition has been granted in more that 400 units, not counting over 22,000 such units in the Post Office Department.

EMPLOYEE APPEALS

. . . the public interest requires the maintenance of high standards of employee performance and integrity in the public service, prompt administrative action where such standards are not met, and safeguards to protect employees against arbitrary or unjust adverse actions. . . .

—From Executive Order 10987, January 17, 1962

In addition to the provision in Executive Order 10988 for equalization of appeal rights for veterans and nonveterans, a companion Executive order (10987) greatly improved Federal employee rights of appeal from adverse actions in their agencies. The order required for the first time that every agency establish a system for internal consideration of employee appeals. It brought about greater uniformity of agency appeals programs by requiring that the systems meet certain minimum standards, including at least one level of review of adverse administrative actions. (*over*)

FEDERAL SALARY REFORM

> Adoption of the principle of comparability will assure equity for the Federal employee with his equals throughout the national economy—enable the Government to compete fairly with private firms for qualified personnel—and provide at last a logical and factual standard for setting Federal salaries. . . . If our civil servants are to fulfill with skill and devotion their obligation to the Nation, the Nation must fulfill its obligations to the career service.
>
> —From Special Message to the Congress on Federal Pay Reform, February 19, 1962

In response to President Kennedy's proposal, Congress enacted the Federal Salary Reform Act of 1962, embodying the principle that compensation for Federal jobs should be reasonably comparable with pay for positions of like responsibility in private employment. In addition to making this principle a matter of national policy for the first time, the law also provided a mechanism for annual review and recommendations for appropriate adjustments. Termed by President Kennedy as the "most comprehensive and significant salary revision in nearly 40 years," the law included more than 20 other long-sought reforms in Federal salary administration.

EDUCATION AND CAREER DEVELOPMENT

> My lifetime association with public servants has impressed upon me that they are generally competent for today's task, but a new world is upon us. Public problems of the Nation and the world insist upon a quickened pace and a new set of abilities to act intelligently on enormously complex matters.
>
> We all respect the traditions of the free university and are devoted to their survival and growth. Your willingness to examine with a fresh eye the new contributions universities may make toward raising the caliber of the public interest has great promise. . . .
>
> —From message to University-Federal Agency Conference on Career Development at Princeton University, November 2, 1961

President Kennedy's personal intellectualism and the sense of urgency he ascribed to "the inescapable necessity to improve the competence of our upper level Federal career executives" stimulated steps to improve and broaden career development programs that would equip career men and women to meet the challenges of social, technological, and scientific change.

Early in his administration the first University-Federal Agency Conference was held at Princeton's Woodrow Wilson School of Public and International Affairs to identify the Government's career development needs and to suggest ways in which academic institutions and Federal agencies could cooperate more effectively to meet those needs. That successful conference was followed by a second the following year at the University of California at Berkeley, and these meetings led to greatly increased regional attention to improved communication and cooperation among Government and academic institutions.

UPON PRESIDENT KENNEDY'S signing, on October 11, 1962, of the Federal Salary Reform Act, the principle of salary comparability between Government and industry was established for the first time.

(*Interior, Park Service photo*)

An outgrowth of the college-Federal dialogue was the establishment of the Career Educational Awards program, under a Ford Foundation grant to the revived National Institute of Public Affairs, to provide capable career people with full-time, long-term educational opportunities as part of a systematic career development plan.

During his administration, intra-agency and inter-agency training and career development activities were greatly strengthened and broadened. Emphasis was given to executive development needs in such areas as automatic data processing, financial management, management sciences, executive leadership, international operations, Federal-State relations, and Congressional operations. To increase developmental opportunities for the Federal field force, the Civil Service Commission assigned an Employee Development Officer in each of its regions to develop and coordinate interagency training in principal centers of Federal employment throughout the country. And a significant new step toward meeting the varied developmental needs of Federal executives was taken only recently with the establishment of the first Federal Executive Seminar Center at Kings Point.

MANPOWER UTILIZATION AND INCREASED PRODUCTIVITY

> I am especially desirous that the number of Government employees be limited to the minimum consistent with getting the job done. There is no question that employment can be held substantially below the levels which would be possible under the funds authorized by the Congress, if strong efforts are made to achieve increases in productivity and efficiency.
>
> —From Statement to the Cabinet, October 26, 1961

The President's interest in improved manpower utilization and increased employee productivity sparked intensified and continuing efforts in Federal agencies to achieve economies. The heads of agencies were made clearly responsible for manpower control and utilization. Emphasis was placed on the establishment of systematic methods for discovering better uses of manpower and putting them into effect. These efforts were supplemented by research in methods of increasing productivity.

On November 1, 1961, the Civil Service Commission, with the cooperation of the Bureau of the Budget, inaugurated a new program for reviewing and reporting on agency manpower utilization activities. The Bureau of the Budget began a Government-wide assessment of the use of manpower and a special study of the most effective uses for ADP equipment. Posters, special publications, and articles in Government periodicals (including the *Civil Service Journal*) were used extensively to keep the objectives of utilization and productivity before the Federal work force. Results were summarized in the booklet, "Cost Reduction Through Better Management in the Federal Government," published by the Bureau of the Budget.

FEDERAL EXECUTIVE BOARDS

> As an integral part of present steps to increase the effectiveness and economy of Federal agencies, I want coordination of Government activities outside of Washington significantly strengthened. . . .
>
> —From Memorandum to Heads of Departments and Agencies, November 13, 1961

This call brought to the grassroots level of Federal operations, as never before, a realization that field managers and employees have a responsibility to the total Government effort which goes beyond carrying out the explicit programs of their own employing agencies. Without damaging necessary agency lines of command, it resulted in a common attack upon common management problems through pooling experience, resources, and ideas.

At the direction of the President, Federal Executive Boards were established in major metropolitan areas with a concentration of Federal establishments. Created without hiring additional personnel, and composed of the top field managers in each metropolitan area, the boards considered such issues as management and budgetary procedures, personnel policies, recruitment efforts, office space uses, procurement activities, and public information. Concrete examples of the worth of this coordination are many, ranging from development of a better public understanding of agency programs to specific economies such as a $100,000 saving in one area in one year by sharing of ADP equipment and $279,000 in another by sharing in one Federal building common services such as housekeeping, health, cafeteria, and printing. And these are only a beginning to this particular legacy of progress.

* * *

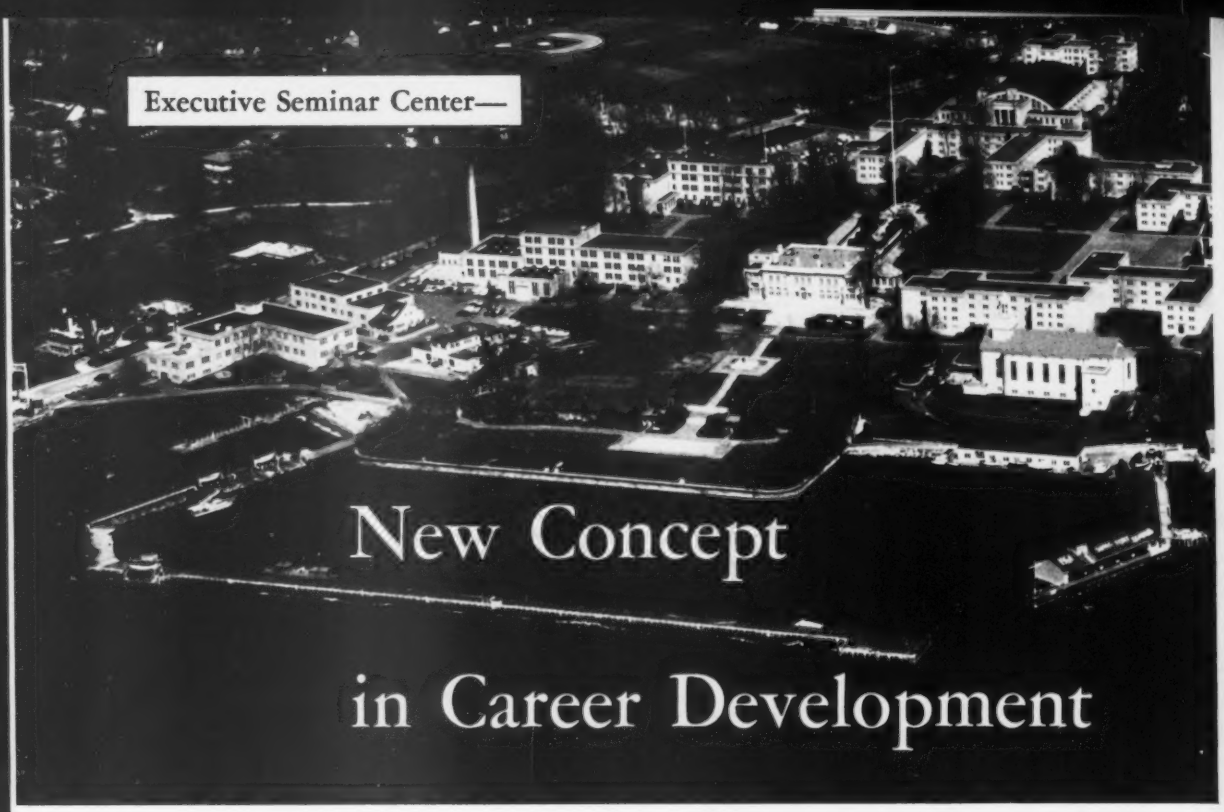
THE IMPORTANCE President Kennedy placed upon the Federal career service and the emphasis he gave to the recruitment, retention, and development of able people are perhaps best explained by the following passage from his Special Message to the Congress on Pay Reform:

> The success of this Government, and thus the success of our Nation, depends in the last analysis upon the quality of our career services. The legislation enacted by the Congress, as well as the decisions made by me and by the department and agency heads, must all be implemented by the career men and women in the Federal service. In foreign affairs, national defense, science and technology, and a host of other fields, they face problems of unprecedented importance and perplexity. We are all dependent on their sense of loyalty and responsibility as well as their competence and energy. . . .

The new partnership between the Presidency and the career service flourished under his leadership. An auspicious beginning was made.

PRESIDENT JOHNSON has strongly expressed his determination to extend and enhance that relationship between his high office and the Government's career men and women. The greatest tribute the career service can pay to the memory of President Kennedy is to respond wholeheartedly to its new leadership and to answer President Johnson's call:

"Let us continue!"



Executive Seminar Center—

New Concept in Career Development

by WILLIAM M. RAGAN, JR.
Deputy Public Information Officer
U.S. Civil Service Commission

A SIGNIFICANT NEW CONCEPT in Federal executive development made its bow on the interagency training scene with the recent establishment of the Executive Seminar Center at Kings Point, N.Y., by the Civil Service Commission in cooperation with 44 departments and agencies.

The first group of 35 careerists began a 2-week course on "Administration of Public Policy" as the center opened on the campus of the U.S. Merchant Marine Academy on October 7, 1963. By year's end the center had four seminar sessions to its credit and had convinced more than 130 participants, several score lecturers and discussion leaders, a select interagency advisory committee of personnel directors, and the Civil Service Commission of its value as a development device for career executives.

On the basis of this consensus and the evaluation and recommendations of the select interagency committee, the Commission has decided that the Kings Point pilot operation should be continued on the present pattern of operations and is considering plans for opening similar centers. One may be located in the Midwest and possibly another eventually on or near the West Coast to train executives employed in areas distant from the East Coast.

The seminar center concept was a response to growing Government needs for a steady supply of properly prepared people to fill future vacancies in the highest career posts throughout the Federal service. Civil Service Commission studies indicate that vacancies are likely to occur in about a third of the top career positions in a 5-year period. Few fully qualified executives are available elsewhere, so most replacements must come from the ranks of careerists currently serving at the threshold of these positions of highest responsibility.

In projecting replacement needs for the future and considering conditions affecting qualifications required for performance in top executive positions, the Commission discovered disturbing deficiencies in the development of many of the people who may be called upon for these assignments in the years ahead. Although people in the pool of potential replacements are able and well educated, their patterns of service and specialization—coupled with rapid changes in technology, Government programs, and management methods—have produced

MR. RAGAN was a participant in the first Seminar session at Kings Point.

glaring gaps in their preparation for filling positions of great responsibility on the top rungs of the career ladder.

THE TYPICAL Federal career executive has had 20 years of service, three-fourths of which has been in the same agency. Very often his experience has been concentrated in one program area or occupational field. This pattern produces executives well versed in the technology and objectives of their own agency, but lacking in full understanding of how the activities of other agencies contribute to national programs and purposes. Moreover, it nurtures a provincialism that is anachronistic in an era when the problems confronting the country, and the Government's responsibilities in scientific, international, social, and economic areas, have multiplied and increased in complexity—demanding that Federal executives have a broad understanding of the total problems, purposes, and programs of Government as well as a high order of technical and administrative ability.

The picture has brightened considerably in the past few years, for since passage of the Government Employees Training Act in 1958 much progress has been made toward the development of career executives. Agencies have inventoried their executive development and replacement needs, and many have launched new programs of education or training for their most promising employees. And the Commission-coordinated interagency training programs conducted in Washington and at field locations have satisfied some of the most pressing job-related training needs.

Even with this increased training in Federal facilities, some use of university resources, and the plan to eventually provide a training facility for top-level careerists, an executive-development void existed. Characteristically, courses conducted by agencies and CSC have been designed to meet fairly specific, generally job-related objectives; the use of university facilities has been sparing; and top-level executive training would not benefit mid-careerists just below the highest ranks. Still lacking was a means of providing the broadened understanding of significant, continuing Government responsibilities needed by career executives in most agencies and functions. Early last year, CSC Executive Director Warren B. Irons assigned the task of developing a plan to help fill the void to the staff of the Commission's Office of Career Development.

Much midnight oil was burned between the first brainstorming sessions and the emergence of the well-developed plan for conducting a seminar program tailored to the needs of the executive at the threshold of highest responsibility in the career service. Drawing on their experience in cooperating with Federal agencies and resource people in presenting hundreds of interagency courses and participating in such experimental programs as the Brookings Institution's Conferences for Executives at Williamsburg, the Commission staff was able to identify the areas requiring coverage and to determine in what ways the training plan should differ from other programs for executive development.

AMONG THE FIRST DECISIONS reached was that the training should be given at a point away from the participants' work sites and be of sufficient duration to remove them from daily work pressures for a brief time. Thus the idea of a resident training center evolved.

Linked to this was the conviction that Federal operations and executives would benefit greatly if the individuals could be spared from the firing line from time to time for brief periods of stimulating study of significant issues and a chance to consider them in perspective.

From these objectives grew the idea of developing an integrated curriculum of conceptually related short courses which could be taken over a period of years.

This approach seemed to serve several important purposes:

—It recognized that the experience and training needs of participants would vary; not all would have gaps requiring study of the full range of courses, so they could attend only those necessary to their individual requirements.

—Offering basically the same curriculum over a period of years would make attendance for brief periods at

WELCOME ABOARD—Seminar participants register at Furuseth Hall . . .

. . . Are greeted by Center and Merchant Marine Academy officials . . .

. . . And get a briefing on the site from an Academy cadet.

716-290 O - 64 - 2

OPENING DAY — Seminarists strike out for Furuseth Hall . . .

. . . For the first of many stimulating lectures . . .

. . . And much attentive listening for two busy weeks.

intervals more practical for people who can't be spared for prolonged periods of training.

—It would make possible a series of opportunities for executives to consider and rework their experiences into more meaningful patterns, reformulate personal values, and interpret their roles as career executives in the light of broad exposure to a range of problems and issues facing Federal administrators.

—It would utilize educational methods and resources which would facilitate absorption of new concepts and encourage exchange of mutually profitable experiences of participants.

NEXT CAME THE demanding job of deciding just what areas of study should be covered, fitting them into logical course units, and preparing complete outlines for the whole range of courses. The full curriculum contained ten 2-week courses: Administration of Public Policy, Environment of Federal Operations, Public Policy and the National Economy, Social Needs and Federal Programs, Implications of International Conditions, Effects of Technological Development, The National Defense Establishment, Intergovernmental Programs and Problems, Administrative Interrelationships, and Skills and Goals of Management.

Development of the courses was a team project. Staff interest in the seminar program was so intense that individuals volunteered for the opportunity to develop course outlines and did much of the work in their spare time evenings and on weekends.

Interagency funding depended upon acceptance of the seminar center concept by Federal agencies and their advance agreement to subscribe to a certain number of spaces for a year. And agency acceptance depended upon the soundness of the plan as a means of meeting their executive-development needs.

Fortunately, Federal facilities that were almost ideal for a pilot center on the East Coast were available at the Merchant Marine Academy—close enough to, yet distant enough from, Washington, D.C., to suit objectives of the training program. And officials of the Commerce Department, Maritime Administration, and the Academy were willing to cooperate in launching the program. Use of the Academy facilities had the advantage of keeping to a minimum the costs of boarding participants and equipping and operating the center.

Annual operating costs were calculated and trainee spaces allocated to agencies on the basis of their population of employees in grades eligible for training.

The CSC staff proposal was approved by Chairman John W. Macy, Jr., in the summer of 1963. A target opening date was set for the fall, and a prospectus was ordered prepared for presentation to Federal agencies.

AGENCIES RECOGNIZED the need and the logic of the proposal—44 agreed to cooperate and signed up for training space allocations. Some agencies sought, but had to be denied, more spaces than could be allocated. When the call went out for agency nominations, the number received was nearly double the 525 the pilot center could accommodate in its first year of operation.

The demand for spaces for the "basic" course—Administration of Public Policy—was so great that it had to be scheduled four times during the first year. Almost as popular were Skills and Goals of Management and Effects of Technological Developments—each scheduled three times during the first year. Two of the original ten courses—The National Defense Establishment and Social Needs and Federal Programs—will not be offered this year, but will be added later.

IF THERE IS a single factor that makes the Executive Seminar Center program distinctive, it is the concept of the integrated 20-week curriculum of short courses and the content and caliber of the courses themselves. Already the subject of praise from participants, lecturers, Federal officials, and academicians, the 2-week study units span ten well-defined areas in which Federal executives should be knowledgeable. Each course covers its area—from the general and theoretical to the specific and prac-

tical—in sufficient depth to provide a good grounding in the subject for all participants.

Another outstanding feature of the program is the faculty. To augment the top-notch three-man resident faculty, the Center's staff draws on the best resource personnel available anywhere—from universities, Government, foundations, labor, and private enterprise. The Commission's choice for the demanding assignment of administering the Seminar Center program was Frank S. Caracciolo, formerly director of CSC's Management Science Programs and Associate Director for Management Intern Programs, with 8 years of experience in career development programs in the Federal service. Associate Director is Paul A. DeVore, formerly chief of career development and training, headquarters, U.S. Air Force, who has had 15 years of experience in Federal training programs and has served on the faculties of the Air University, George Washington University, University of Georgia, and Central Missouri State College. Assistant Director is Morton J. Tenzer, former assistant to the Dean of Students and lecturer in political science at Brandeis University, visiting lecturer in political science at Mt. Holyoke College, instructor in government at Wesleyan University, and assistant in instruction in political science at Yale University.

Among the outstanding lecturers and discussion leaders who have participated in the seminars to date are such recognized leaders in their fields as: Dr. Ernest S. Griffith, Dean of the School of International Service, American University; Dr. Marshall Dimock, Professor Emeritus, New York University; Dr. Wallace Sayre, Professor of Government and Public Administration, Columbia University; Dr. Mark S. Massel, Senior Staff Member, Brookings Institution; Roger W. Jones, Special Assistant to the Director, Bureau of the Budget; Arthur Schlesinger, Jr., Special Assistant to the President; Dr. Herbert E. Striner, Director of Program Development, W. E. Upjohn Institute for Employment Research; Alan Dean, Deputy Administrator for Administration, Federal Aviation Agency; Dr. Harold J. Leavitt, Professor of Psychology, Carnegie Institute of Technology; and Dr. David Hertz, Principal in Charge of Operations Research, McKinsey and Company.

Other distinguishing features of the first Federally operated resident center offering courses on an interagency basis are the setting and facilities, the size and selection of the groups, the accent on interplay between resource personnel and participants and among participants, the emphasis on group projects, and an atmosphere that is conducive to study and contemplation.

SITTING HIGH over Long Island Sound, the secluded 65-acre site of the Merchant Marine Academy gives the participant the good feeling of getting away from the pressure and tension of the workaday world. The Academy is located at the end of picturesque Steamboat Road, and is surrounded by small estates on what was once the "Gold Coast" of Long Island—with the old Chrysler mansion, used today as the Adminstration building, surrounded by rambling structures housing, feeding, and schooling the 700-man Merchant Marine Academy Cadet Corps. The bustling village of Great Neck is several quiet miles away and New York City is 20 miles and a 30-minute train ride away.

Agency accent on selection of outstanding mid-careerists brought together spirited, interested groups that worked well together in group projects and put discussion leaders on their mettle with incisive questions and comments. The groups of not more than 38 participants have proven ideally suited to the living and learning situations, and the program and faculty of the Center have combined to help create a most auspicious air for success of the seminars.

The caliber of careerists nominated for attendance at the seminar generally has reflected serious agency attention to selecting promising people and sensitivity to the Commission's caution that the nominations should not be considered "one shot" responses but should clearly contemplate continued training in the program.

THE CURRICULUM of the Executive Seminar Center is aimed at persons in grades GS–14 and GS–15 who, in the opinion of their agencies, show potential for

NIGHT WORK—A mass of must reading occupies evenings . . .

. . . As does development of group presentation projects . . .

. . . And free discussion sessions in the library-lounge.

advancement to career executive positions. In addition, certain carefully selected persons at grade GS–13 will be eligible for attendance. Career executives at grade GS–16 are eligible to attend but may typically enroll in not more than one course, while eligible GS–13's, GS–14's, and GS–15's may attend several courses with the objective of completing the entire curriculum.

More or less typical of the four groups attending to date, the first group of 35 careerists had an average of nearly 20 years of Federal service and a median age of 45—but individual ages ranged from 30 to 55 years. The great majority were nearly evenly divided between grades 14 and 15, with 6 in grade 13.

Practically all had had some college training, all but six had bachelor's degrees, and seven had master's degrees. Their current responsibilities were in such fields as general administration, personnel administration, scientific administration, financial management, engineering, and a few specialties such as public information, transportation, and hospital administration.

Following nomination by their agencies and notification of acceptance by the Commission, the introduction of participants to the seminar program began with advance receipt of orientation material, a copy of the course outline, a thick package of readings—to be studied prior to arriving at Kings Point—and instructions to report on the Sunday afternoon before the Monday morning opening of a rigorous 2 weeks of study.

On arrival, participants were welcomed at the gate and taken by a cadet guide to the Center's administration building in Furuseth Hall for registration and room assignment. Each participant is assigned to a private room in one of the dormitory halls—early groups had to be assigned to several of the halls, but future groups will be housed together in a single wing. Austere was the word participants used to describe their neat, but not gaudy, rooms—like those quartering cadets except for the addition of a comfortable lounge chair, modern reading lamp, and smoking stands. A twin-sized bed (hospital style), large desk and chair, locker, and wash basin and mirror rounded out furnishings of each large bright room.

After a light supper, most participants spent Sunday evening getting their gear squared away, sightseeing around the academy or nearby Great Neck, or finishing up readings required for the first day's seminar sessions. Beginning with the second group, arrangements were made to serve a light supper at the Officers' Club the first evening and have an official of the Academy on hand for a short orientation to the facility to help acquaint participants with their surroundings and one another.

The sound of music—bugle music—greeted the slumbering students early the first few mornings, until a seminarist suggested disconnecting the loud speakers in the wings where the civil servants were quartered; thereafter rising and shining each day was a less startling experience. The early days saw solution of several such problems of accommodating accustomed ways of civilian life with those the Merchant Marine Academy has devised for cadets, including adjustment of meal times in the mammoth mess hall, and arranging for coffee (as well as milk) at all meals. Some weight-conscious students sought to have the calorie count of the meals, planned primarily for energy-burning cadets, reduced from the customary 4,000 figure, but those in the early groups had to rely on self control and partial abstinence to gain this individual objective. Subsequently, however, the Center staff was able to arrange for diet substitutes that put more emphasis on salads and less on starches.

MOST SEMINAR SESSIONS were scheduled in a single large classroom at Furuseth Hall, newly equipped with attractive tables and comfortable chairs. But periodically the group would be divided into smaller groups to develop discussions with visiting lecturers and members of the resident faculty. Several sessions (including evenings) were devoted to preparation of projects by five- or six-man groups of participants for later presentation to the full group.

In addition to the principal classroom, facilities of the Seminar Center include several smaller classrooms, a well-

FINE FACULTY—Nearly a score of lecturers and discussion leaders, outstanding in their respective specialties and drawn from academic, business, and government fields, assist the resident faculty in presenting each 2-week course.

Representative of seminar lecturers are (left to right): Dr. Marshall Dimock, Professor Emeritus, New York University; Dr. Wallace Sayre, Professor of Government and Public Administration, Columbia University; Frederick Holborn, Special Assistant to the President; Seymour S. Berlin, Director, Bureau of Inspections, CSC; and Morton J. Tenzer, Assistant Director, Executive Seminar Center.

PASSING MUSTER—The Executive Seminar Center program came through inspection by a select interagency committee of personnel officials with flying colors. Being briefed here by Center Director Frank S. Caracciolo (standing left center) are (left to right): John Will, Department of Commerce; Lawrence H. Baer, CSC; Newell B. Terry, Department of Interior; Amos Latham, Jr., Department of the Treasury; J. Kenneth Mulligan, CSC; Nicholas J. Oganovic (standing), CSC; Willis O. Underwood, Veterans Administration; Fred T. Wooten, Department of the Army; and Douglas E. Chaffin, Housing and Home Finance Agency.

equipped combination library-lounge, and administrative offices for the resident staff of five. These are augmented by Merchant Marine Academy facilities that are available for use by seminar participants—a 40,000-volume library, lounge, ships service store, officers' club, swimming pool, and gymnasium. Seminarists are also welcome to attend sports and cultural events scheduled at the Academy. And the nearness of New York City offers a wealth of cultural and recreational advantages to participants on their free evenings and weekends.

PRACTICALLY ALL participants in the first groups rated the Seminar Center program as "excellent" or "very good" on course content and attainment of seminar objectives. Their individual evaluations have particularly cited the well-organized seminar material, the high quality of resource personnel, the broader understandings of government they have gained, the benefits they have obtained from association with their peers from other agencies, the quality of the discussions, and the experience of participating in the small group projects.

Representative of comments made by early participants are the following quotations from evaluations citing strengths of the program:

—"The course content—its organization and method of presentation."

—"Exposure to so many stimulating ideas about current problems and trends."

—"Classroom and free-discussion contacts with lecturers and colleagues, the stimulation provided by their high caliber, and the opportunity to discover that we have mutually beneficial solutions for common problems."

—"Opportunity to generate cross-fertilization of ideas, helpful to the individual and ultimately to the various agencies. Exposure to diverse and controversial points of view in a privileged environment."

—"Exposure to a guest faculty with breadth such as a single college or university could not provide."

THERE WERE SOME criticisms, too, but they were almost completely confined to administrative matters and desired improvements in physical arrangements or facilities. Many of these were matters that participants recognized were the result of the newness of the center and time pressures of trying to get into operation on schedule. For the most part they were matters that could be and were quickly corrected. Other suggested improvements are being made as quickly as possible. One notable change resulting from participants' suggestions was the greater emphasis on and allotment of more time for development and presentation of group projects.

While the Commission and its counselors are well pleased with the experiment of the Kings Point Executive Seminar Center in its infant stage, they do not regard it as a panacea for all the problems in training and development of Federal career executives. For one thing there must be a measure of follow-through by agencies and by the people selected to attend the seminar sessions—agencies must make certain that the training is given to their employees with greatest potential and that arrangements are made for their attendance at subsequent sessions; the participants must use the experience as a point of departure for further self-development they recognize that they need to fully prepare themselves for the broader responsibilities they may be called upon to fulfill in the future.

THE COMMISSION RECOGNIZES that it has the responsibility to constantly seek ways of further improving the program and to continue to explore other avenues that will help to assure that the supply of able and energetic career executives will be adequate to meet Government's growing needs.

The late President Kennedy was fond of quoting the ancient Chinese proverb: "The journey of a thousand miles begins with one step." Executive development in the Federal service still has many miles to travel, but the Executive Seminar Center has carried it many steps forward.

A Look at LEGISLATION

Status of major Federal personnel legislation at close of 1st Session, 88th Congress, December 30, 1963:

BACK PAY

H.R. 4837 provides for the payment of compensation and restoration of employment benefits to certain Federal employees improperly deprived thereof; makes certain provisions of the bill retroactive.

Passed House; pending before Senate Post Office and Civil Service Committee.

CLAIMS

H.R. 6910 extends to other agencies of the Government the authority now possessed by the military departments to settle claims against the United States by members of the uniformed service and civilian officers and employees of the United States for damage to or loss of personal property incident to their services.

Passed House; pending before Senate Judiciary Committee.

DUAL COMPENSATION

H.R. 7381 and S. 1912 simplify and consolidate the laws relating to employment of civilians in more than one position and civilian employment of military retirees.

Reported to House; pending House action. Hearings completed in Senate; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

EMPLOYMENT

H.R. 10 requires that summer temporary appointments to positions in the competitive service in the District of Columbia area be apportioned among applicants from the several States on the basis of population; requires that the appointments be made after nationwide open competitive examinations have been held for the temporary summer positions.

Passed House; hearings completed in Senate; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

HAZARDOUS PAY

H.R. 1159 authorizes the Civil Service Commission to establish a schedule of pay differentials for employees under the Classification Act who perform irregular or intermittent duties involving unusual physical hardship or hazard not involved in the usual duties or classification of their positions.

Passed House; pending before Senate Post Office and Civil Service Committee.

HEALTH BENEFITS

Public Law 88–59, approved July 8, 1963, amends the Federal Employees Health Benefits Act of 1959 to provide additional choice of health benefit plans. Eliminated the requirement that employee organization plans must have been in operation on July 1, 1959, and permitted employee organizations to apply for approval as carriers of health benefits plans through December 1963.

S. 1561 amends the Federal Employees Health Benefits Act of 1959 to remove certain inequities. Among other provisions, the bill permits enrolled employees to continue their coverage when placed on employees compensation even though the injury giving rise to compensation benefits occurred prior to enactment of the Health Benefits Act. Eliminates lower Government contribution for female employees with nondependent husbands; provides that employees who enroll up through December 31, 1963, who otherwise might be ineligible to do so because they did not enroll at the first opportunity, may continue their coverage after retirement.

Passed Senate; pending before House Post Office and Civil Service Committee.

PAY

H.R. 8986, a bill to adjust the rates of basic compensation of certain officers and employees in the Federal Government, consists of five titles, the first four of which are separate salary acts and the fifth of which makes the proposed salary increases effective on the first day of the first pay period which begins on or after January 1, 1964.

Reported to House; pending before Rules Committee.

RETIREMENT

S. 176, H.R. 124 and related bills amend the Civil Service Retirement Act to provide for retirement on full annuity after 30 years' service. Some of the bills provide limitations of age 55, others provide no age restrictions.

Hearings completed; pending before House and Senate Post Office and Civil Service Committee Subcommittees.

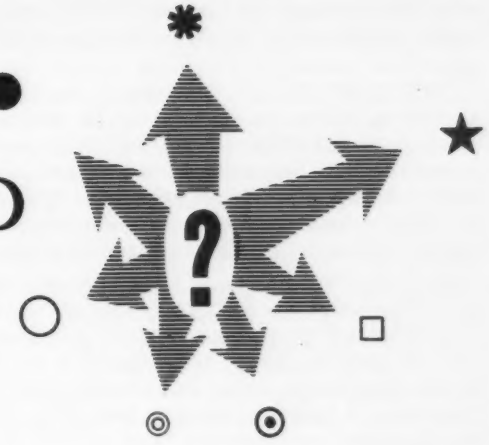
TRAVEL

Public Law 88–146, approved October 16, 1963, amends the Administrative Expenses Act of 1946 to authorize payment of travel and transportation expenses to student trainees when assigned, with or without promotion, upon completion of college work to positions for which there is determined by the Civil Service Commission to be a manpower shortage. Prior law limited such payment to student trainees who were promoted upon graduation.

—*Mary V. Wenzel*

Quizzing the Quizzers on . . .

WHAT'S BEHIND THE TESTS?



by JOSEPH E. OGLESBY
Public Information Office
U.S. Civil Service Commission

PEOPLE IN THE Federal civil service are inclined to think and talk in terms of superlatives. This is the Nation's largest work force, numbering 2½ million employees. Members of the Government family work in 1,500 separate occupations in such diverse fields as missile design and pest control. The work affects the conduct of national defense, diplomatic relations, the health and welfare of citizens, and the Nation's economy.

With minds fixed on big issues and attention focused on deadlines, deliveries, and workloads, employees and officials are prone to take for granted one element of the civil service "system" which contributes greatly to the efficiency of the service—the element of competitive examination.

Examinations for Federal civil service jobs take many forms: the "unassembled" exam in which a person's qualifications are determined by reviewing systematically his education, experience, or both; performance tests in which a person demonstrates his skill; written tests of aptitude or knowledge; and various combinations of all these. The idea of evaluation of a man's training and experience for a job and that of asking a person to demonstrate his skill at a particular task are familiar ones to the average person. The process by which written tests are prepared, however, is for most persons unknown territory.

This facet of the Civil Service Commission's operation deserves greater notice, for it is an exacting and demanding science developed over a period of 81 years, and administered by a staff of skilled psychologists who direct their talents and energies to measuring the skills of competitors in order to ins re to the greatest extent possible that the person hired to fill each vacancy is indeed the person best qualified.

WHO DOES IT . . . AND HOW?

The staff responsible for the development of practical and effective selection methods for the civil service examining program is the Personnel Measurement Research and Development Center. This Center, in the Standards Division of the Bureau of Programs and Standards, conducts research and development studies and produces operating materials to implement the examining programs.

Albert P. Maslow heads this organization of twenty-one personnel research psychologists who specialize in selection research for the Federal merit system.

The Ohio-born Center chief holds a Ph. D. degree in psychology from Maryland University. He is a veteran of the Armed Forces, and has had many years of well-rounded experience in civil service personnel operations and in training others for professional careers in this field. He was the first recipient of the Distinguished Civilian Service Award of the Division of Psychologists in the Public Service of the American Psychological Association.

Backbone of the Commission's written test operation is the "test bank" which contains more than 100,000 separate questions or items on individual cards, each carefully prepared to measure an aptitude or knowledge, thoroughly tested, indexed by subject matter, and rated

as to degree of difficulty. Housed in the same room with the item cards are hundreds of completed tests which contain materials that do not adapt to card filing.

QUESTIONS IN THE TEST BANK touch on the areas of knowledge and aptitudes that are pertinent to many of the 1,500 Federal occupations: from grammar to graph reading, from arithmetic to advanced calculus, from clerical aptitude to investigative skills. They range in difficulty from questions suitable for semi-literate laborers to those designed for high-level administrators.

One question shows a picture of a child about to run in front of a moving truck, and asks the candidate to choose a caption for the picture from these suggested choices: (a) look out for truck; (b) ladder unsafe; or (c) look out for falling bricks. This item is used to test functional literacy. Like many others in its category, it pertains to safety.

At the other extreme of reading complexity are questions which give pause to college graduates. The following question was answered correctly by less than one-half of the competitors:

"Most tropical forests are composed of a wide variety of species, intermingled in great confusion. They can be exploited economically only if practically all the important species can be utilized. Only a few of them are now known on the world's markets, and those are chiefly cabinet woods, of which the supply and the possibilities for utilization are more or less limited. To market large quantities of the lesser known timbers, particularly those which are more suited to common lumber and construction, a long process of education and economic pressure will be necessary to overcome the established habits and idiosyncrasies of the consuming nations."

Select the alternative that is best supported by the quotation. The trees that grow in tropical forests:

A) furnish many rare woods that are in great demand on world markets.
B) are in great part unsuited to general construction use.
C) defy profitable economic marketing because of the profusion and confusion of their growth.
D) are currently susceptible of considerably wider use on world markets.
E) furnish the major part of the total amount of cabinet woods consumed in industry.

All those who missed the right answer (D) will be relieved and perhaps pleased to learn that the question will never be used again, for its security has been compromised by its publication in this article.

A glance at the front and back of numerous item cards selected at random from the test bank reveals certain common information:

Each question was written by a trained psychologist or a subject-matter specialist. It was reviewed by other test and subject-matter experts. Where possible, it was pretested, and then its difficulty and test value checked out by analyzing the response of applicants. Thus, its level of difficulty has been established, not for just one group in one city, but usually on a broad geographical basis. And each question is fair, realistic, and designed to measure ability or knowledge that matters—not to trick the person being tested.

QUESTIONING THE TESTERS

After a tour of the test bank area, and an exposure to the multitude of questions and answers, one raises certain questions of his own. These questions were answered by various members of the staff. David Futransky, Chief, Applied Studies Group, was asked:

Q. What is the starting point for a given test?

A. One or more agencies of Government express a *need* for a selection device in a situation where a test would be practical and economical or when the development of a new occupational standard indicates the need for the introduction of a test. Sometimes the need is an old one, say for typists and stenographers; sometimes the need is new, to meet a change in mission or procedure.

Q. How do you approach the construction of a new test?

A. Our goal is to select successful workers; to predict by sound test practices which candidates are most likely to succeed on the job. Therefore, the first step is to analyze the job. Working with agency officials and employees who know the job, we determine the various elements which are essential to the job, and then plan a test which will measure those elements.

Q. Once you decide where you are going, how do you get there?

A. We begin by collecting the items. Sometimes the test bank provides every question we need; sometimes we must conceive new questions, try them out on employed groups with the cooperation of their agencies, revise them as necessary, and retest the questions before we include them in the test.

The matters of testing individual questions and establishing levels of difficulty were pursued with A. W. Glasmire and Betty Johnson, two of the psychologists engaged in the test development and applied research program.

Q. If an item is devised by a subject-matter expert and checked by others, what purpose is served by trying it out on employees?

A. We don't want the question to be so difficult that no candidate can answer it, or so easy that all can answer it. We want to be sure the question can be understood

by each applicant whether he knows the answer or not. And, on occasion, a question will contain a flaw which causes the bright applicant to miss it, while the poor applicant gets it right. Pretesting permits us to catch this, and to revise or reject the question before it is finally used in setting up an employment list.

Q. How do you know whether a given question is answered correctly by the "good" or the "poor" person?

A. Usually in any sampling we take a certain number of papers from the group that scored highest on the total test, and from the group that scored lowest. If 425 persons took the test, for example, we might pull the 100 best papers and 100 worst papers for analysis.

Q. Where do you pretest the questions?

A. When we were planning the new Stenographer-Typist-Clerk test which is now in use, we took samplings in such places as Washington, Texarkana, Seattle, and Norfolk. When we were revising the Federal-Service Entrance Examination, we sampled in Washington and in each of our 10 regional areas. In this manner we covered enough area to allow for any differences in the level of education and the level of knowledge in the various regions of the Nation. This is in accord with our thinking that for certain purposes there is no laboratory substitute for trial in an actual competitive examination situation. Therefore, we often ask competitors to cooperate in trials of new tests or of new test forms as the best possible source of information about these instruments.

Q. Does your analysis indicate that educators are stressing certain subjects more in some regions than in others?

A. We avoid comparing test performance among schools, States, or regions, but our results do indicate that some subjects are not being stressed generally as they once were. An example is mathematical ratio, such as 2 is to 6 as 6 is to what? Questions like this nowadays tend to be missed by a large majority of applicants, bright and poor alike.

Q. Why do you place so much emphasis on establishing a level of difficulty for a given question or a given test?

A. If our tests are too hard or too easy, they will bunch candidates together who are actually quite different in their ability to do the job to be filled and we will have failed to meet our obligation to pick out the "best qualified." Questions that nearly everyone could answer correctly or that nearly everyone would miss represent wasted time and money.

We need to know the difficulty of each question and of the test as a whole so that when we use a test it will be appropriate for the job and the competing group. Merit examining requires that all candidates get an equal chance wherever they are tested and however often they take the test.

Meta Ciufolo, custodian of the test bank, was queried on security aspects of the test operation.

Q. How does the Commission avoid unauthorized disclosure of the contents of a question or a test?

A. Admission to the test bank area is restricted. You will notice that the room has only one door for entrance and exit; to enter you must establish a need to get in, and it must be valid. Many of our own top officials have never seen the test bank, to say nothing of the individual items within the bank.

Q. What happens if someone in the Personnel Measurement Center wants to take an examination?

A. He's on his honor to announce his intentions well in advance. He is, in effect, kept isolated from the test material that will be used while it is being constructed. (Once an employee who works in the very room which houses the test bank took the FSEE and failed.)

Herbert Ozur, the staff psychologist who has specialized in statistics and automation problems, was questioned on the extent to which automation has been applied to the testing process.

Q. Have you taken automation in stride?

A. Yes, we use computers in a number of ways. They help us to score more answer forms in less time; they will be an aid in our accumulation of statistics; and they have the potential to reduce the time it takes to notify a candidate that he has passed or failed as the technology is introduced into our examining program.

Q. What type of exam is best suited to automation?

A. A large-scale test, such as the FSEE or clerical exam. We have started to use a card as an answer sheet. This card is fed into the machine, it is scored, the right and wrong answers are recorded for statistical purposes, and the machine itself prepares a letter telling the applicant whether he has passed or failed, and, if he has passed, what step to take next.

Q. Have the machines eliminated the human element altogether in the scoring process?

A. No. They have reduced considerably the man-hours required for scoring, but the machines require monitoring to guard against any human error that might have been fed into the machine as well as any mechanical error that might crop up.

Robert Mitchell, Head, Test Services Group, discussed the mechanics of using good questions to construct a good test—one which can be administered efficiently, economically, and effectively.

Q. How do you assure yourself that a candidate in Texas gets the same "breaks" as a candidate in Tennessee when it comes to taking a test?

A. Our "Directions for Conducting a Test" are clearly phrased, and we insist that every employee administering the test follow certain specified procedures. Some time ago we concluded that the more elaborate the printed directions on the test booklet itself, the more obscure they became. We have simplified and resimplified these printed directions.

Q. Does the way a test is laid out have anything to do with preserving the integrity of the test?

A. Indeed it does. On mathematics problems, for example, we leave enough white space beside the question for the person to work out the answer. Then, when we collect the test booklets, we have all working notes at the same time. There are no bits of scrap paper which the monitor might fail to pick up.

Q. Doesn't this prevent the reuse of a test booklet?

A. It does, and that is our intention. We have learned that no matter how carefully the examination is monitored, some candidates will make marks in the test booklet. Even if he tries to erase these marks before turning the test in, there is usually some trace left. Such marks help or hurt the next candidate who uses the same booklet. When all factors are considered, the cost of paper in a given test booklet is a small part of the costs in the testing process. The security of the material is preserved best by destroying used booklets.

Q. Speaking of costs, what steps have you taken to achieve economy?

A. Our large tests now follow a unit format so that pages or sections can be used interchangeably to make many series of the same test. One person could take the S&T test 16 times in as many cities and never take the same test twice. Thus, in planning, we have eliminated the need to design 16 separate tests for one purpose. Another economy is achieved by having each page printed as a single reproduction proof. We can photograph these "repro proofs" as frequently or as seldom as we need to, without having to pay the cost of resetting the pages in type. This cuts down on storage while reducing cost.

Q. Do you make any effort to "condition" the candidate for the test he will be taking?

A. Usually we take the same questions which will be used in the "directions" portion of the test and print them as sample questions in the announcement for a test. These questions indicate the difficulty of the test and the nature of the subject matter. When the candidate looks at his test in the examining room he sees the same questions he has seen in the announcement, and this has a tendency to put him at ease. We also often begin each section of a test by asking the least difficult questions first, and then work up to the harder items.

Harold McAdoo, Assistant Chief of the Personnel Measurement Research and Development Center, answered the payoff question.

Q. After you have analyzed the job, conceived and administered the test, and come up with a list of eligibles ranked in relative order, *how do you know the test has served its purpose?*

A. We know the test has served its purpose when the eligibles produced by the examination are of the kind that were defined when the examination was planned and the test prescribed and when the better of these are at the top of the register and the poorer at the bottom.

Q. What do you consider in planning the examination to produce this kind of register?

A. We consider what known kinds of tests measure and match them with the requirements of the job as described in the initial planning.

Q. Suppose there is a job requirement for which you have no tests and for which none has ever been developed?

A. Then we must conduct studies to develop a new test and try it out to make certain that the test which is finally prescribed measures the required ability.

Mr. Maslow was asked to comment on how the test development program is tied in with the continuing total research work of the Center.

He said that a large portion of our effort must be devoted to improving the tests and other measuring devices needed for current staffing programs. However, as occupations change, or new occupations emerge, we face the problems of finding out just what it is that we need to measure. What are the demands of the new jobs? Do they require persons with special knowledges or skills, high intelligence, certain kinds of experience, particular personal characteristics?

To answer these questions we do try to carry on research which will broaden our understanding of jobs and job requirements and will yield new measures that will help identify those high quality applicants whom the business of Government requires. For example, Dorothy Green is currently directing research into ways of measuring the writing abilities which are so critical in practically all Federal occupations. Ernest Primoff, building on 10 years of research and field experience, is now getting into use some very effective methods for defining job requirements and examining applicants for trades and industrial occupations. Melvin Davidoff has been working out test programs for professional fields such as librarian; and he is now tackling the immensely complicated problem of how best to evaluate the experience and training of people for a wide variety of jobs we describe broadly as middle management occupations. William Gorham is trying to find out what indices of creativity, motivation and unusual contribution, other than academic grades, can be identified and built into our college-level recruiting programs.

These are the kinds of measures we need to help attract and identify applicants with exceptional promise for professional, technical, and administrative careers. Through the work of these senior researchers and their colleagues, we try to provide the personnel measurement resources which will meet the staffing needs of the Federal service.

LEGAL DECISIONS

SUMMARY OF FISCAL '63

The courts decided 79 Federal personnel cases in the past fiscal year, 10 more than in the previous year. ("Too many people are suing us," said the General Counsel plaintively.) Of these, 44 came from the Court of Claims and 35 from district courts and courts of appeal. Adverse actions continued to be the principal reason for complaints being filed in court: 27 out of 44 in the Court of Claims and 23 out of 35 in the district courts. Plaintiffs continued to enjoy more success in the Court of Claims. That court made 9 out of 44 plaintiffs happy; 4 out of 35 was the score in the district courts.

As predicted in a previous issue of the *Journal* (Vol. 3, No. 4), Public Law 87–748 of October 5, 1962, is beginning to have an effect. Twenty-six of the 58 cases filed in district courts in the past fiscal year were in district courts outside Washington.

REMOVAL—CONFRONTATION OF WITNESSES

United States v. *Rasmussen,* District Court, Montana, October 7, 1963. This is an unusual case. The Government is the plaintiff, seeking to enjoin the defendant from acting as County Office Manager of the Glacier County Office of the Agricultural Stabilization and Conservation Service. Defendant had been removed but, contending that his removal was illegal, refused to vacate his office. The Court agreed that the removal was illegal and denied the injunction.

The agency regulations provided for an appeal "for review of the facts." The pertinent part of the Court's opinion reads as follows: "I conclude that, by reason of the refusal of the State committee at the hearing on December 20, 1962, to apprise defendant of the evidence against him and grant him the rights of confrontation and cross-examination [of the witnesses upon whose testimony the removal was based], there was a failure to meet the requirements of the regulations *and a denial of due process in the conduct of the hearing.*" (*Emphasis supplied.*)

The emphasized words, though dictum, are significant. The Supreme Court has discussed confrontation and cross-examination in several cases. This court reviewed these cases: *Greene* v. *McElroy,* denial of security clearance to the vice president of a firm that had extensive defense contracts; *Joint Anti-Fascist Committee* v. *McGrath,* listing an organization on the Attorney General's list of subversive organizations; and *Cafeteria Workers* v. *McElroy,* denial of security clearance to an employee of a concessionaire who ran the cafeteria at the Naval Gun Factory. The employees in these cases were not Federal employees. The employee in the District Court case, an employee of a county agricultural committee, may be said to be a quasi-Federal employee. Question: Has this court taken a half-step at least toward applying the requirement of confrontation and cross-examination to Federal employee cases?

REDUCTION IN FORCE

Bolin v. *Perry,* District Court, Washington, October 10, 1963. Plaintiff, who lived in Seattle, was separated by reduction in force from his position at the Hanson Dam, some 35 miles from Seattle. The agency established the Hanson Dam (Palmer area) as the competitive area, excluding Seattle. Plaintiff wanted the right to "bump" employees of the agency in its Seattle office. The court took judicial notice of the fact that in the last census the total population of the town of Palmer was 25 persons. The facts showed that only 1 of the 69 persons employed at the Dam lived in Palmer. Eleven commuted daily from Seattle. The court held for the plaintiff, stating that it was satisfied "that the failure of the Corps of Engineers to include Seattle within the local commuting area of Palmer was, under the circumstances, arbitrary and capricious."

COMPENSATION—OVERTIME

Byrnes et al. v. *United States,* Court of Claims, November 15, 1963. Plaintiffs were investigators who at one time were allowed the statutory 15 percent annual premium pay for irregular overtime. This was later rescinded. Plaintiffs were told verbally that they would be expected and required to work overtime, when necessary, but would not be paid for it. The court held that they were entitled to overtime pay, finding that they had been induced, if not compelled, to work overtime and thus came within the plain requirements of the statute for overtime pay.

—*John J. McCarthy*

RECRUITERS ROUNDUP

POSITIVE RECRUITMENT PROGRAMS developed by Federal agencies are *essential* to the staffing of the Federal career service. Associated with the development of these programs has been the introduction of new techniques and expanded use of recruiting literature, exhibits, and paid advertisements.

A survey conducted by the College Placement Council indicates that there are certain desirable criteria for recruiting material directed to college students.

- The literature should be in narrative form, clear and concise, and oriented to the needs of students. Information presented should outline briefly the history and mission of the agency; the variety of opportunities available; employment incentives, including salaries, advancement possibilities, and training opportunities; and employment procedures such as test requirements and how to file applications.
- As to format, the cover should be effectively laid out and should clearly indicate the name of the organization. Headlines and subheadings are desirable as an aid in emphasizing the information presented. Illustrations utilized should be appropriate for clarity, relevance, and information.
- Titles of brochures require careful consideration. Employers striving to be different often sacrifice clarity for what they believe to be eye-catching titles. It has been suggested that employers with title problems might resolve their difficulties by placing the organization's name in clear and attractive fashion on the cover and forego the desire to come up with an arresting title.
- The size of the publication should also receive careful attention. Survey findings indicate that the most desirable sizes measure not more than 8¼ x 11 inches containing not more than 50 pages.

BECAUSE OF THE WIDESPREAD INTEREST on the part of Federal agencies in evaluating their own published materials, the Civil Service Commission sponsored a conference on recruiting materials and exhibits in September 1963. Participating were representatives of the Government Printing Office, college officials, and agency personnel assigned to recruiting, graphic arts, and printing. The discussions considered the whole spectrum of recruiting materials directed to high schools, colleges, professional groups, and the general public. Conclusions drawn from these discussions about recruiting literature paralleled the finding of the survey conducted by the College Placement Council and there was general agreement among the conferees that recruiting materials, regardless of the public for which intended, should demonstrate clarity, brevity, and easy reference to information about position requirements, employers, and procedures for filing applications.

Comments on the use of display exhibits emphasized that these aids used in support of recruitment programs achieve their greatest effectiveness as supplements when used to create interest or stimulate the curiosity of a particular group. Agencies have used these aids extensively during meetings of professional societies, open house programs, and career day activities.

Favorable audience reaction to exhibits depends upon several factors. Most important, exhibits must be distinctive enough to attract attention. People generally are not impressed by routine standard entreaties of the bulletin board or classified advertisements. To be attractive the display must tell something about careers that is of interest to the observer. Without a satisfying message the exhibit becomes ineffective. In terms of design, exhibits should be light, compact, easily assembled, and easily transported, and should have modest electrical requirements.

Agency officials attending the conference directed attention to the use of paid advertisement as a recruiting tool. Contrary to fears that dictated the Government's previous policy prohibiting paid advertising because the cost could not be justified, and that this technique would dry up the sources of free publicity given to examination announcements, paid advertising has proven to be an effective recruiting aid. Experience has shown that this technique does reach manpower sources not reached by free advertising provided as public service announcements.

It was emphasized, however, that paid advertisements are not a substitute for a positive recruiting program. At best they are only a supplemental aid to be used to attract talent and to place an employer in touch with that talent.

Important to the success of paid advertising in recruiting is the selection of appropriate media to reach the type of applicant the employer is trying to attract. The information in the advertisement must be specific in relation to the position or positions to be filled and must be attractive enough to stimulate the reader to make that all-important first contact.

REGARDLESS OF the steps taken by agencies to achieve maximum results from paid advertising, it is an expensive recruiting tool and should be used judiciously. The decision to advertise is a decision of management and should be based upon a continuing evaluation to assure that this technique, if used, can be productive.

Conclusions reached during the conference on recruiting publications emphasized that these published materials, although silent partners in recruitment programs, are vital to the Federal Government's image as an employer.

—James R. Poole

The Case for Bureaucracy

by HARLAN CLEVELAND
Assistant Secretary of State
for International Organization Affairs

I HAVE JUST BEEN reading the latest—it surely will not be the last—in a seemingly endless series of magazine articles about the evils of government bureaucracy.

It has a familiar taste for it's an everyday "chef's special" in many an editorial kitchen. One popular magazine has run 13 articles in the last eight issues revealing "shocking evidence" of "unquiet on the Potomac" where things have become so bad as a result of "too much planning" and "too much spending" that the bureaucracy is not only "stifling the American farmer" and "penalizing the most productive people" but is actually "subsidizing our enemies." Sounds pretty serious.

What follows, then, is a brief dissent from some of the prevalent notions about bureaucracy—plus some outrageously tolerant thoughts about large government bureaucracies like, say, the United States Department of State.

To most of us, "bureaucracy" is an I-don't-like-it word. It conjures up crowds of drones at rows of desks, laboring listlessly at dull and repetitive tasks. It reminds one of that gag which originated in the Quartermaster Corps: "Government property is issued in order that a proper record may be kept thereof." The word "bureaucracy," says the Columbia Encyclopedia, "usually carries a suggestion of reprobation and implies incompetency and parasitism among the functionaries." Now *there's* a bureaucratic sentence for you!

Yet I have spent some 15 years, off and on, working in government bureaucracies, with hardly a day that is

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not more exhilarating than it is exhausting. Perhaps my views are not wholly without bias; a Korean proverb holds that "even the hedgehog says her young are smooth." But they may be a useful corrective to the bias of critics who have studiously avoided learning about the nature of big government—some of whom work for large publishing organizations without realizing that they, too, are bureaucrats.

WHY DOES the bureaucracy's colorless image seem so very far from its colorful reality? The image seems to be made up of six canards—six chunks of somewhat contradictory mythology. Taken together, they are seriously misleading at best. At worst, they constitute a clear and present danger to our republic, which depends for its protection and prosperity on the astute management of bigness.

A bureaucracy is a government agency.

Wrong. A bureaucracy is any large-scale organization. Bigness is a fact of life in government, in industry, in trade unions, in universities and even in churches and charities. Amassing resources and forming large numbers of people into sizable administrative structures is the way you get things done in a complex, industrial, urbanized, interdependent society like ours.

Without large-scale organization—which is to say, without bureaucracies—all but a handful of us would be as poor and as badly serviced as our ancestors were before the scientific explosion made large-scale administration a plain necessity. Without our own bureaucracies today, our destiny would be wholly at the mercy of foreign bureaucracies.

Private bureaucracies are efficient and public bureaucracies are inefficient.

Yes and no. Efficiency depends on a lot of things—on the quality of people, on the resources they have to work with, on their sense of urgency and, above all, on what kind of leaders are in charge. But efficiency has practically nothing to do with being "public" or "private."

What especially makes for efficiency is the feeling inside an organization that people on the outside are watching—people who care whether the organization is efficient or not. A large corporation is more efficient if its stockholders are watching the profit margin and its customers are ready to complain at the first sign of declining quality. A government agency is likely to be efficient to the degree that its operations are subject to responsible public—and Congressional—scrutiny.

A young professor named Woodrow Wilson put it very well when he recommended in 1887 that government administrators should "combine openness and vigor . . . with ready docility to all serious, well-sustained public criticism." He should have added that non-serious—irresponsible—public criticism fathers inefficiency by damping down that group zest for achievement which is the essence of efficiency.

Huge bureaucracies are impossible to administer.

Not impossible—just difficult. Bigness does put a premium on leadership, and the bigger the organization, the more its whole performance depends upon who's in charge. The world's largest organization—disposing of one-twenty-fifth of the world's gross product—is the U.S. Department of Defense. Who would quibble with the statement that it is definitely and clearly *run* by its head administrator, Secretary McNamara?

Bureaucracies stifle initiative and smother the individual with the sheer weight of their bigness.

Nonsense. A drone is a drone, in large enterprise or small. Drones can make large organizations "bureaucratic," but bureaucracy does not make men drones.

Our environment is full of big organizations. Just as the caveman had to learn to live in his environment so did people at each succeeding level of social organization. Nowadays, the people who are stifled, frustrated and unhappy about bureaucracies are those who have never bothered to learn enough about their environment to swim freely around in it.

Bureaucracies are dominated by permanent staffs with a vested interest in the status quo.

Not, by and large, in the Federal Government. It is all too true that in many private organizations—in some corporations and trade unions, in some foundations and fraternal organizations, in some churches and charities—the people at the top of the hierarchy have to die before subordinates have a chance to move up, or others have a chance to move in.

But in the Federal Government the whole top level changes every 4 or 8 years and a new crowd sweeps in—and sweeps out a certain amount of dust in the process. Seven or eight hundred new political executives stir up the bureaucracy, question traditional ways of doing things, and think up new programs or revive old ideas that didn't appeal to the previous political executives.

Besides, in public administration the political mortality rate is high not only because political office is (and no doubt should be) inherently risky but because the fateful functions of modern government place a high premium on competence. As a result, there are occasional openings near the top even between changes in Administration—and frequent openings at the side for "lateral entry" into executive jobs from private life. From this point of view, an important government agency is per-

haps the least "bureaucratic" form of large-scale enterprise in our society.

The best thing a top bureaucrat can do is to keep his subordinate bureaucrats from fighting.

Not at all; this is one of the worst things he can do. It is an astonishing fact that people are still amazed to discover divided counsels and "policy fights" inside a big organization like the Department of Defense or the Department of State. A stock in trade of more than one Washington columnist is the monthly discovery that officials "behind closed doors" disagreed with each other about this issue or that, before the President or somebody had to "settle the issue" by making a final decision.

The alternative to altercations about policy is for each bureaucrat to find out what the boss thinks before he gives his own opinion—which is a guaranteed prescription for hardening of the bureaucratic arteries. In fact, this is just what is functionally wrong with totalitarian government.

If a big organization is going to work well, it has to weigh all the factors that go into every complex decision. In foreign affairs that means encouraging the man responsible for dealing with, say, African countries to contribute to the general policy stew all the ingredients of special relevance to our African policy. The same thing goes for people responsible for relations with European and other areas where different—and often conflicting—interests are engaged.

MOST DECISIONS in the State Department are so complex that the decision-maker must, in effect, recreate in his own office a microcosm of the real-world complexity to which his decision will apply. This is the only way he will be able not only to decide what is objectively "right" but answer to his own satisfaction those four questions that Paul Appleby, a former Under Secretary of Agriculture, says should be asked before any political decision is taken: "Who is going to be mad? How mad? Who is going to be glad? How glad?"

The job of the top administrator is not primarily to make peace within his own organization. It is to tighten the web of tensions he deliberately creates, weighing the options revealed by the arguments among his staff, and then to elicit the loyalty of these same people to the wider public interest as expressed in his decision.

The decisions that "work" are not produced by the pliant collaboration of yes-men, but by loud and cheerful argument among colleagues who know they are all trying to catch a glimpse of the same moon from different parts of the forest.

This suggests why the successful administrator of a large bureaucracy needs an inner fund of optimism. The bigger the bureaucracy, the more experts it will contain; and experts are nearly always dubious about innovations in their own fields of specialization.

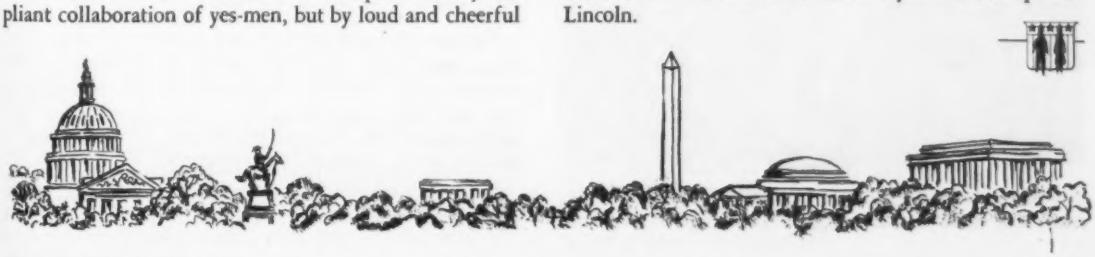
A public bureaucrat responsible for high or middle-level decisions must in some measure share the sense of political leadership which caused Franklin Roosevelt to bump the expert version of a "feasible" goal for wartime aircraft production from 25,000 to 60,000 planes a year; the sense of optimism that led President Truman to sponsor the Marshall Plan and a massive program of technical aid to the less developed areas of the world; the sense of direction that produced President Eisenhower's call for "atoms for peace"; and the sense of history that led President Kennedy to propose a trip to the moon, and then to offer to share its burdens and its benefits with our rivals in the race.

All of these political decisions were taken in the face of grumbling and negative advice. It is ever thus; for bold new steps usually represent a *political decision* to solve whatever technical problems lie in the way of doing what men want to do. And this usually requires a little more optimism than is warranted by the technical "facts."

Not everybody is built for the bureaucratic jungle—nor did every caveman survive in the jungles of long ago. But big bureaucracy is here to stay. Every time science turns up something new and big for us to do, we wrap another large organization around the new discovery, to contain and exploit it. When Telstar relayed its first signal, we knew we could build a global system of communications satellites; we also knew we would have to build a global bureaucracy to manage the system.

So it goes. Big bureaucracy—public and private—is merely part of the social fallout of scientific discovery and technological advance.

WE ARE STILL committed to the idea that government should be no bigger than it has to be. But we are also committed to the Lincolnian precept that government should do for the people what the people cannot do, or cannot do as well, for themselves. And that will continue to mean bureaucratic structures large enough and baffling enough to draw fire from those magazine writers and others who have yet to catch up with Lincoln.



The Awards Story:

CAPPING A DECADE OF PROGRESS

November 30, 1964, will mark the 10th anniversary of the Government-wide incentive awards program.

Since it began in 1954, the program has served as a medium through which Government managers have encouraged Federal employees to come up with ideas for cutting costs and increasing efficiency, and to strive for excellence in their work. It has proved to be a continuing source of economies in the use of taxpayers' money and improvements in the quality of service to the public.

The tenth anniversary year occurs at a time when the need to reduce costs, conserve man-hours, and increase productivity is greater than ever. It occurs at a time when the incentive awards program in each agency should be actively used as an added means through which managers, supervisors, and individual employees can give practical support to President Johnson's pledge that the executive branch will be administered with utmost thrift and frugality and that the Government will set an example for prudence and economy in its operations.

Looking to a fitting observance of this milestone of progress in advancing efficiency and economy in Government operations through the incentive awards program, a number of special activities will be carried on during the year.

SPECIAL NATIONAL AWARDS

The tenth anniversary year will culminate in a presentation on November 30, 1964, of special national awards to a number of individual employees, supervisors, and management or program officials from a variety of departments and agencies.

The awards ceremony to be held in Washington, D.C., will give national distinction to those employees who make the most notable improvements in Government operations through suggestions or special achievements during the year. It will also serve to focus nationwide attention on the ways in which alert, cost-conscious Federal employees are making substantial on-the-job contributions to economy and greater efficiency in the Federal Government.

Employees will be selected for awards from among those nominated by their agencies for achievement in such areas as cost reduction, increased productivity, man-hour savings, methods improvement, and advancement of agency missions.

Awards will also be made to selected supervisors who have done an outstanding job in encouraging employees to make valuable contributions toward improvements.

In addition, managers or program officials at the operating level who have made the most significant contributions of the year to cost reduction or productivity gains will be selected for special recognition.

Award winners in each category will be designated separately from defense agencies, nondefense agencies with more than 5,000 employees, and nondefense agencies with fewer than 5,000 employees.

Agency nominations for the awards will be made to the Civil Service Commission by October 1, 1964.

SPECIAL AGENCY EFFORTS

Departments and agencies are initiating special year-long promotional campaigns aimed at encouraging employees at all levels to make extra on-job contributions that will help meet President Johnson's economy and improvement objectives and be worthy of recognition at the installation, agency, or national level.

Suggestions for interest-stimulating promotional activities that may be effectively applied at the local level are

10TH ANNIVERSARY SYMBOL

The symbol of the 10th Anniversary Observance of the Government-wide Incentive Awards Program is designed to stress the theme, "Accent on Achievement." The dominant design element is the civil service emblem, popularized by the Civil Service Commission, embodying silhouette figures of a male and a female employee against a background shield representing the Federal service. Behind the shield and projecting at right angles are laurel branches, symbolizing achievement in scope and in depth.

The symbol is being furnished to agencies for reproduction and use on their anniversary promotional materials.

included in Civil Service Commission Bulletin No. 450–6 dated December 13, 1963. In addition, the Commission is providing promotional assistance to agencies through its *Federal News Clip Sheet* and *Incentive Awards Notes.*

With the interest and participation of agency management, supervisors, and employees of all levels, the tenth year of the incentive awards program promises to be a banner year of constructive results that will fittingly cap a decade of progress in employee contributions to more effective and economical operations.

* * * * *

SYMPOSIUM ON EXCELLENCE

The variety of techniques available in Government to recognize and encourage excellence and exceptional achievement was brought into sharp focus at a "Symposium on Recognition of Excellence" held in Washington, D.C., December 3. Sponsored by the Civil Service Commission with the collaboration of a number of Government agencies, the symposium was attended by more than 300 administrative and personnel officials representing a cross section of all agencies.

The keynote for the discussions was sounded by Federal Incentive Awards Director John D. Roth who touched upon the inner hunger of most people for distinction, the various methods society uses to accord distinction for excellence, and the need to select a method appropriate for the purpose to avoid, in the words of Professor Wallace Sayre, the "triumph of technique over purpose."

O. Glenn Stahl, Director of the Civil Service Commission's Bureau of Programs and Standards, discussed the factors which produce excellence in the Federal service. He cited recent research which shows that high achievers are attracted to occupational roles that demand *high excellence,* and have high *prestige.* When only high prestige is present without a high standard for performance, low achievers are attracted.

Mr. Stahl pointed out that in working with people we need to keep these assumptions in mind: that people want to work; that recognition of their achievements is necessary; and that superior people and superior performance will not be stimulated when an organization contents itself with approving mediocrity. Along with the courage to put mediocre performance in its proper place, we need also to be bold and honest enough to reward excellence in its various forms whenever it appears.

He added that we are fortunate to have available to us a formidable array of opportunities and techniques for recognition. These include: promotion to higher responsibility; increased grade based on impact of the man on the job; honorary awards from many external organizations; top-level honorary awards from agency heads; Presidential awards; special pay increases for superior performance; and lump-sum awards for superior performance, special achievements, and ideas that improve Government operations.

These techniques and opportunities, Mr. Stahl continued, need to be utilized with flexibility and adjusted to meet a variety of situations. He cited these examples:

- The young scientist who needs local recognition for his outstanding work of limited scope, as compared to the "senior" scientist whose level of achievement can command external acclaim.
- The draftsman who yearns for recognition for an outstanding contribution to a small segment of an engineering project, as compared with the chief design engineer who easily achieves satisfaction and pride when he completes the entire design of a new superhighway.

(Continued—See AWARDS STORY, page 29.)

COST REDUCTION accomplishments in the Defense Establishment were reviewed by Deputy Assistant Secretary of Defense Paul H. Riley at the Symposium.

TRAINING DIGEST

SUPERVISION AND GROUP PERFORMANCE

Staff members of CSC's Office of Career Development have assembled a course for supervisors which is based on current sociological and psychological studies of leadership and productivity. Following a basic design prepared by Dr. Joseph McGrath, University of Illinois, the units include such subjects as individual behavior, group performance, diagnosing a group's situation, supporting and remedying group activities, bringing about major changes, training, promoting, discipline, personal problems, and relations with superior officers.

The course was first given experimentally in November to a group of 40 supervisors from 14 small agencies. Beginning in January, the course is being offered monthly in Washington. Several CSC regions, including Atlanta, Chicago, and Philadelphia, are training staff members to conduct this course.

WORK-STUDY PROGRAMS

Over 650 cooperative students and more than 1,200 other student-employees—some of them in work-study programs—were hired by the Federal Government through the Student Trainee examination in the period from October 1961 through June 1962, a recent survey by the Commission has disclosed.

A check showed considerable variation in practice by agencies in providing training for students in cooperative and related work-study programs. In some agencies, plans are developed by employee development officers, schedules of work and classes are coordinated, and follow-up is made when a student goes back to school. Other agencies make no special arrangements to make the work experience a training device; they simply hire the students as replacements for employees on leave.

Interest by agencies in increasing the use and effectiveness of work-study programs brings them face to face with the need to make the work experience a significant part of student training, according to statements from employee development officers with responsibility for such programs. This means getting in touch with university officials, making careful placements in jobs that relate closely to a student's field of study, and creating classes to supplement a student's understanding of the theories he uses in his work.

Methods by which students are recruited for work-study programs are currently under study by Commission and agency officials.

IRS EASES RULES ON SCHOLARSHIPS

The Internal Revenue Service late last year announced that stipends which students receive through their university research programs may be excluded from gross incomes when they file their income tax returns [Rev. Rul. 63–250, I.R.B. 1963–48, 6]. In the cases acted upon, the students were Ph. D. candidates who were required to carry out research as a part of their degree requirements. IRS plans to issue guidelines on what types of scholarship and fellowship payments may be excluded from reported gross income.

CONFERENCE ON UNIVERSITY PROBLEMS

Chairman John W. Macy, Jr., U.S. Civil Service Commission, has invited a small group of key Federal officials to meet with him in January to discuss the role of universities in employee development. Among the issues to be discussed are: university programs designed to keep Federal research and development staffs abreast of new knowledge; off-campus study centers; and Government training courses. The conference will explore the present and potential role of universities and the extent to which governmental needs are now being met.

It is expected that this conference will be followed by another joint conference between Federal and university officials. Two have already been held in the recent past, one in Princeton and another in Berkeley.

TRAINING NOTES

Career Education Awards are again offered to about 40 mid-career Federal employees by the National Institute of Public Affairs. Agency nominations of employees for the scholarships of one academic year of education are due by February 1.

Mid-career fellowships for ten Federal employees are offered by Princeton University for the academic year 1964–65. Agency nominations are due by February 15.

Government expenditures for training in non-Federal facilities totaled $35.2 million in fiscal 1963. Department of Defense led the way with $28.8 million. Other major trainers: Federal Aviation Agency, $1.9 million; National Aeronautics and Space Administration, $1.1 million; Treasury, $0.6 million; Veterans Administration, $0.6 million; and Agriculture, $0.5 million. All other agencies spent $1.7 million.

Training in excess of 120 days was provided to 506 Federal employees by their agencies in fiscal 1963. The Department of Defense sent 304 of its employees and all other agencies sent 202 employees to non-Federal training facilities for periods in excess of one semester.

Interagency training bulletins for the 1963–64 academic year, distributed last year to headquarters offices of Federal agencies, show that close to 1,300 courses are being conducted, about 1,000 of them outside of Washington, D.C.

—Ross Pollock

ONE OF THE NATION'S OLDEST . . .

THIS YEAR has been designated U.S. Customs Year by a Joint Resolution of Congress and by Presidential Proclamation calling upon the American people to mark with appropriate ceremonies and activities the 175th anniversary of the U.S. Customs Service, one of the oldest of Federal agencies.

A commemorative 4-cent postal card bearing the Customs Anniversary emblem will be issued on Washington's birthday, since it was our first President who signed the act which created the Customs Service. In 28 cities, a cancellation slogan honoring Customs will be used on commercial mail passing through specially equipped machines. And, in a number of cities throughout the country, friends of the Customs Service will celebrate the anniversary with banquets, parties, and other events to pay tribute to the men and women who have made Customs one of the most widely respected Government services—protector of the people, guardian of our shores against smuggling, and collector of revenue and excise.

MISSION AND ORGANIZATION

In 1789 the Customs Service was created, by the fifth act of the First Congress, to raise enough money to pay Congressmen's salaries and the salaries of other Government officials, from the President down, including military personnel. In 1927 Customs was made a Bureau of the Department of the Treasury.

For more than one and a quarter centuries, customs duties constituted the major source of income for the Government. Except during the Civil War, Congress did not levy a tax on incomes until 1913.

Today, Customs—with about 9,000 employees spread over the United States and abroad—collects duties and some excise taxes on imported goods, thus contributing substantially to the financial capability of the Nation.

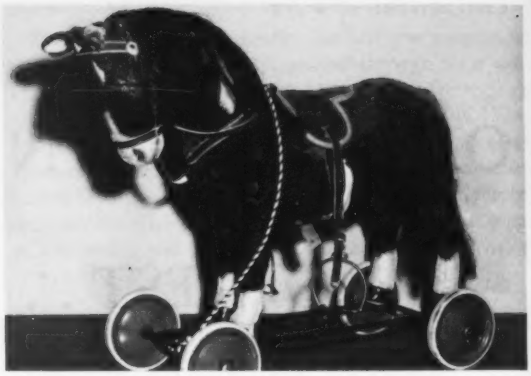
The scope of the Customs mission, and the way it has expanded in postwar years, becomes clearer when one considers a few hard statistics. For example, the number of formal entries filed by importers—a prime index of the level of commercial transactions in the United States—is three times the number of filed entries 16 years ago. However, the increase in Customs' personnel strength has not been nearly so great. Last fiscal year alone, there was an increase of more than 80,000 entries, or 5.3 percent, over the previous year. Also last year, nearly 48 million vessels, aircraft, automobiles, trucks, buses, and other carriers which entered our ports and airports, or crossed our land borders, were processed by Customs, of which more than 172,000 were international airplane flight arrivals. The number of people crossing our borders who had to be processed by Customs reached 164 million last year—more than five persons every second, day in and day out!

Collection of duties and taxes by Customs may reach nearly $2 billion this year, a relatively small part of our total Government revenues, but more than 25 times the total cost of operating the Customs Service during the same period.

Collecting funds for the Government is not the only job engaging the skill and attention of the Customs force. Customs enforces the neutrality and export control laws of the United States. For example, Customs agents often apprehend counter-revolutionaries who attempt, contrary to law and Government policy, to wage private war against countries with which we are at peace.

Customs is responsible by law for screening Communist propaganda. By coordinated action, the Post Office Department and the Bureau of Customs have established control units at specified border ports, staffed by language experts and other specialists. Printed matter subject to this control is first screened by Post Office personnel, and mail found to be lawful is sent on through. Suspect mail is examined by Customs personnel to determine whether it does in fact contain Communist propaganda. Communist political propaganda which is unsolicited and not

PERSONS ENTERING the United States are required to declare certain dutiable imports, and fruits and plants which might bring harmful insects, animal life, and diseases into the country. Here a Customs Inspector checks baggage for possible contraband at an air terminal.



"NEVER LOOK a gift horse in the mouth," was not meant for the Bureau of Customs. This innocent looking toy was "for my nephew," the traveler claimed. When Customs Inspectors found 168 watches concealed inside, the self-styled "uncle" pleaded guilty to and was sentenced for smuggling.

desired by the addressee is then disposed of by the Post Office Department according to law.

Customs also performs the job of screening obscene literature (including films) brought into the United States, and prevents its importation if it is found to be unlawful. Last year Customs confiscated 115,000 letters, packages, and films which were turned over to the Federal courts for destruction by U.S. marshals.

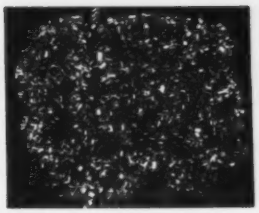
Many other difficult, complex, and often dangerous jobs are carried out by Customs employees. For example, Customs has the responsibility of insuring enforcement of our economic quarantine of Cuba. During the October–November 1962 crisis, Customs was called upon to issue navicerts, or clearances, to ships permitted to pass through the Navy blockade.

The anti-smuggling law-enforcement aspect of Customs' work is handled by a highly trained segment of the Bureau known as the Agency Service. Agents of this Service perform a wide variety of jobs, from tracking down and investigating suspected smugglers and other violators of laws enforced by Customs, to guarding and searching duties at points of entry into our country. They investigate navigation, aircraft, and vehicle violations in the import field; baggage declaration violations; duty collections; and smuggling of narcotics and other prohibited items. They also have investigative jurisdiction over violations of the Neutrality Act as it pertains to the exportation and importation of the implements of war, and the Gold Reserve Act as it pertains to the exportation and importation of gold.

The continuing war which Customs has fought with the professional smuggler down through the years has not been without hazard. Customs lives were lost in the early 19th century fighting Laffite, the pirate, who attempted to smuggle stolen goods into the country. In the 20th century, 42 Customs employees have been killed in the line of duty. Today, along the Mexican border, the Customs agent still has to cope with dangerous

CUSTOMS INSPECTOR checking baggage of MATS arrivals at Charleston Air Force Base.

INDIAN FRUIT BAT, a prohibited importation, seized by Customs personnel at New York air terminal.



SMUGGLERS devote most of their efforts to the very small and very valuable commodity, such as precious metals and stones, watches, and narcotics. This diamond necklace and pile of emerald-cut diamonds represent but a small portion of such items that are confiscated each year by Customs personnel.

smugglers who exert every effort to transport contraband into the United States.

Customs' Division of Technical Services directs all engineering and weighing activities, and supervises the work of field laboratories which conduct a wide variety of testing operations necessary for determining duties on imported merchandise and certain types of exports, and for scientific identification and analysis of seizures, such as narcotics. Chemists of this Division make tests, for tariff or enforcement purposes, on chemicals and many other products—from baby pants to "Jamaica" rum which might have been made in some southeast Asian distillery.

Customs' Marine Division enforces Federal laws relating to the entrance and departure of vessels, their registration, etc., and it authorizes the waiver of navigation laws when necessary to our national defense.

The Commissioner of Customs, who heads the Bureau, is appointed by and reports to the Secretary of the Treasury. The Commissioner directs the headquarters staff as well as the entire far-flung field service consisting of 47 collection districts. Each collection district is headed by a Collector of Customs appointed by the President. The duties of each Collector's office require a diversified work force, such as customs inspectors, entry officers, liquidators, marine officers, fiscal officers, clerks of various kinds, and laborers. Customs collectors function at airports and seaports, interior and border crossing points, of which there are about 300 throughout the United States.

There are many other organizational and functional divisions in the Bureau—each with its own corps of highly specialized employees, and each an important part of the Bureau's many-sided mission. The Bureau of Customs is a most vital part of the Federal Government and an important servant and protector of the American people. The Bureau, too, is people—people who now proudly commemorate their organization's 175th year of service.

(*Customs photos*)

—Arthur Settel
Special Assistant for Public Information
Bureau of Customs

AWARDS STORY—

(Continued from page 25.)

• The file clerk whose unusual productivity should have periodic acclaim to reinforce her sustained efforts at a lonely, monotonous job.

A highlight of the symposium was a discussion on encouraging employee contributions to cost reduction and improved operations. Discussion moderator Gordon Osborn, Chief of the Bureau of the Budget's Management Improvement and Research Branch, emphasized that cost reduction and improvement don't come about only as a result of some top planners sitting down and evolving great programs. It takes many people up and down the line, he said, thinking continually about the way they do their jobs and the way their organization operates, and coming up with ideas for doing things better. This kind of thing doesn't just happen. The key is encouragement. Mr. Osborn put it this way: *"If we are to meet President Johnson's desires to carry out the economy program that he has forcefully and emphatically listed, we have got to make it clear to supervisors at various levels that they have the responsibility to create an environment that encourages employees to search for and come up with better ways of doing their jobs."*

Other presentations on cost reduction included: *Cost Reduction in DOD* by Paul H. Riley, Deputy Assistant Secretary of Defense, *How Army Is Using Incentive Awards To Foster Cost Reduction* by Emanual Kintisch, Office of Assistant Secretary of the Army, *How Navy Is Using Incentive Awards To Foster Cost Reduction* by Milton E. Jones, Office of Naval Material, and *Progress Through "Operation Teamwork"* by Richard E. Orton, Deputy Assistant Postmaster General.

Rounding out the afternoon session of the symposium was a presentation by W. V. Krewatch of the DuPont Company on *How We Reward Excellence in DuPont.*

RECOGNITION PRACTICES

An informative and lively session, chaired by J. K. Mulligan, Director of the Commission's Office of Career Development, was devoted to discussion of the administration of special pay increases and awards for excellence of performance. Among the topics discussed were: Line management decisions vs. committee decisions; relationships between performance awards and pay increases; training supervisors in the identification and recognition of the excellent performer; the amount of documentation needed; and budgetary factors affecting the grant of recognition.

Participating as discussion leaders were James T. Walden, Air Force; Earl J. Anderson, FAA; Manes Specter, VA; Jay Miller, GSA; and John A. McCart, Operations Director of the Government Employees' Council, AFL–CIO.

—*Philip Sanders*

STANDARDS and TESTS

ENGINEER STANDARD REVISED

A revised qualification standard for over 60,000 professional engineering positions has been approved and sent to the printer. While this standard has been materially improved in a number of ways, the major change involves discontinuance of the Commission's engineering equivalency test for candidates who have not completed required academic course work in engineering or in an appropriate related field. In lieu of the Commission test, the new standard provides for acceptance of a passing mark on the Engineer-in-Training (EIT) examination administered by State Boards of Registration for Professional Engineers.

NEW STENO AND TYPIST STANDARDS

Early in January the new qualification standards for stenographer and typist positions were put into effect. At that time new examination announcements were issued in all areas, based upon the new qualification standard distributed in October.

The new standard is a more demanding one designed to raise the caliber of Federal employees in these occupations. Since the new standard will apply to all new hires in this major occupational area (130,000 positions) it will have an increasingly beneficial impact on the efficiency of Government operations. Implementation of the new standard was timed to coincide with the second salary increase authorized under the Federal Salary Reform Act of 1962. Salaries under that act were set by Congress at a level essentially comparable with that of private industry.

Among the more important features of the new standard are:

(1) Tightening of the education-experience requirements to limit eligibility of high school graduates without experience to Typist GS–2 and Stenographer GS–3, and to offer eligibility for higher grades only to persons with either experience or post-high school education (business school, junior college, etc.)

(2) Wider use of teacher certificates of proficiency, for stenography as well as typing

(3) Use of a 5- rather than a 10-minute typing performance test in lieu of teacher certificates

(4) Use of an improved verbal and clerical abilities written test

(5) Higher accuracy requirements for typists who perform near the minimum acceptable speed level.

An important feature of the new test battery is that it will also be used, with appropriate supplemental or substitute tests, for clerk and for office machine operator positions. This will permit omnibus announcements covering a wide range of these lower graded positions.

THE FOLLOWING classification standards were printed for June through November distribution. Single-agency standards, marked below with an asterisk, were distributed selectively.

Air Traffic Control Specialist
Coding Clerk
Communications Specialist
Financial Manager
Geographer
Meat and Poultry Inspector*
Oceanographer
Photographer
Public Health Advisor*
Public Health Dental Hygienist*
Revenue Officer*
Sales Store Checker
Social Insurance Claims Examiner*
Social Insurance Representative*
Unemployment Compensation Claims Examiner*
Workmen's Compensation Claims Examiner.*

THE FOLLOWING qualification standards were printed for May through November distribution. The ones marked with an asterisk are single-agency standards and were distributed selectively. The others appear in Handbook X–118, "Qualification Standards for Classification Act Positions."

Agricultural Commodity Aid (Grain)*
Air Traffic Control Specialist*
Budget and Accounting Officer
Clerk-Typist, Stenographer, Dictating Machine Operator
Coding Clerk
Communications Specialist
Correctional Institution Administrator*
Correctional Officer
Deputy U.S. Marshal*
Engineer (all professional positions)
Financial Manager
Geographer
Hydrologist
Meat and Poultry Inspector*

Medical Record Librarian*
Medical Technician
Medical Technologist
Medical Technologist (VA)*
Pharmacy Assistant
Public Health Advisor*
Public Health Dental Hygienist*
Public Utilities Specialist
Reemployment Rights Compliance Assistant and Officer*
Revenue Officer*
Sales Store Checker
Social Insurance Claims Examiner*
Social Insurance Representative*
Trade Specialist
Unemployment Compensation Claims Examiner*
Workmen's Compensation Claims Examiner.*

TENTATIVE DRAFTS of classification and qualification standards are now being or soon will be circulated for comment on the following positions:

Employee Management Series (classification standards only)
Food and Drug Inspection Series
Guide for Evaluation of Positions in Basic and Applied Research
Office Drafting Series

NEW BOOK SPOTLIGHTS ROCKEFELLER AWARD WINNERS

A new book, "Adventures in Public Service," edited by Delia and Ferdinand Kuhn, contains spirited descriptions of the careers of eight Rockefeller Award winners. The winners treated in the book are: Hugh L. Dryden, Llewellyn E. Thompson, Sterling B. Hendricks, Colin F. Stam, Thomas B. Nolan, Robert H. Felix, Robert M. Ball, and Richard E. McArdle.

The book is more than an adventure in careers. It is an exciting journey into men's lives.

Princeton University President Robert F. Goheen sums it up in the book's introduction: ". . . these chapters do, without question, reflect a deep and abiding sense of pride and purpose and offer rich and vivid understanding of what Government service can mean—to a Nation, and to those who serve."

—Celima L. Hazard

CSC CHECKLIST

A selection of recent CSC issuances that may be of special interest to agency management:

• FPM Letter 772–2, "Appeals from Normally Voluntary Personnel Actions":

—explains circumstances under which normally voluntary personnel actions would be treated as adverse actions and describes the procedures to be followed by Commission appellate offices in cases wherein an employee appeals his resignation, optional retirement, or request for reduction in rank or compensation on the grounds that such action was secured by deception, duress, or intimidation.

• FPM Letter 550–4, "Voluntary Allotments for the Payment of State and District of Columbia Income Taxes," and FPM Letter 550–5, "Voluntary Allotments for the Payment of Dues to Employee Organizations":

—announce revisions of the pay regulations to permit Federal employees to make allotments (1) for State and District of Columbia income taxes when their taxes are not withheld because of place of employment, and (2) for dues to employee organizations with formal or exclusive recognition.

• FPM Letter 711–2, "Explanation of Provisions of the Standards of Conduct for Employee Organizations and Code of Fair Labor Practices in Employee-Management Cooperation in the Federal Service":

—provides initial guidance to the agencies in implementing the Standards of Conduct and the Code of Fair Labor Practices.

• FPM Letter 571–16, "Payment of Travel and Transportation Expenses Under Public Law 86–587; Additions to the List of Manpower Shortage":

—adds GS–3 and –4 clerk-stenographers and GS–3 clerk-typists to the manpower shortage list and authorizes payment of travel and transportation to their first duty stations in certain areas.

• Bulletin 990–3, "Cross-Reference Tables for Old and New Commission Regulations":

—provides quick reference to both old and new number designations for the Commission's regulations, listed in FPM Supplement 990–1.

—Mary-Helen Emmons

Equal Employment Opportunity:

CHECKLIST FOR AFFIRMATIVE ACTION

Shown below is one of the ways through which one agency—Navy Department—encourages departmentwide affirmative action in assuring equal employment opportunity.

The checklist was developed by Navy primarily as an aid for commanding officers who wish to coordinate their efforts into a unified plan or who are looking for methods to increase the effectiveness of their current programs. As Navy points out, all the items on the checklist may not be appropriate for every activity, and the list is by no means intended to be all-inclusive.

(1) Have you issued a statement of Equal Employment Policy to all personnel, including some personal comments and observations concerning the program as it is being implemented at your activity?

(2) Do you brief new key staff personnel on the program and emphasize their responsibilities for implementing it?

(3) Have you utilized the statistics gathered for periodic "head count" reports to appraise the employment pattern of your activity? Have you initiated a study of staffing patterns to identify areas which should be given special attention with respect to the assignment of minority group members to supervisory and higher level positions?

(4) Have you established a Committee on Equal Employment Opportunity, outlined its specific responsibilities, publicized it adequately, and given it your strong personal support?

(5) Has a formal supervisory training program on Equal Employment Opportunity been developed and are all supervisors scheduled to attend?

(6) Has the subject of equal opportunities for minority groups been specifically included in Naval Leadership programs?

(7) In orientation programs are minority group members made aware that promotional and training opportunities are equally available to them?

(8) Has a study been made of the pattern of minority group participation in training programs and have the results of the study been analyzed and acted upon?

(9) Have you reviewed the superior achievement awards granted in the past year to determine if minority group employees are included? If they are not, have you determined the reasons?

(10) Have you checked on the methods used to publicize the Merit Promotion Plan provisions to insure that the information is reaching all employees? Have ratings and rating procedures been reviewed to insure that no element of improper discrimination is being practiced in the rating process?

(11) Are all activity-sponsored recreational activities and social functions in reality equally available to minority group members?

(12) Are minority groups represented on Grievance Advisory Panels, Promotion Panels, Performance Rating Boards, Incentive Awards Committees, Cafeteria Boards, and Recreation Councils where membership is appointive?

(13) Have plans been developed and publicized (particularly in ungraded areas) which provide that nonsupervisory employees will be given opportunities in an orderly fashion to assume additional duties for which they will receive credit, during the temporary absence of supervisors?

(14) Have you held informal meetings with community minority group leaders and educators to acquaint them with the functions and personnel needs of the activity and to solicit comments and suggestions from them?

(15) Are publicity releases describing the accomplishments and contributions of outstanding minority group employees issued on a comparable basis with other employees?

(16) Have the requirements of the Equal Employment Opportunity Program, and ways and means of implementing them, been discussed with Employee Council and Union representatives?

(17) If there are no minority group applicants, have you investigated the reputation of the activity or the organizational segment concerned? Has the equal opportunity policy been demonstrated by action? Have you taken positive steps to alter an unfavorable reputation?

(18) If minority group applicants are not passing written tests or are passing with very low scores, is there any action which you can take to help resolve this problem? Has this matter been discussed with educators in minority institutions? Are educational opportunities on or off station available to help applicants overcome deficiencies? Are they made known to employees?

(19) If qualified minority candidates are not selected, have registers been reviewed to determine whether nonselections appear to form a pattern?

U. S. GOVERNMENT PRINTING OFFICE : 1964 O - 716-290

Worth Noting *(Continued)*

ABOUT 99 PERCENT of Federal employees received within-grade increases during the first year's operation of the "acceptable level of competence" provision of the 1962 Federal Salary Reform Act. In addition, some 0.5 percent earned "quality increases" during the same period.

"Managers and supervisors generally accept and welcome the new concepts of within-grade and quality increases," CSC Chairman John W. Macy, Jr., said. "In providing new incentives for workers, the new provisions have required managers and supervisors to give more attention to employee performance and performance standards. They also have stimulated supervisory training, alertness, and employee counseling."

Mr. Macy indicated that not all agencies had placed the new concepts into full operation as promptly as the Commission had hoped. The time lag is being overcome, however, he said.

JUST AS CHANGE has gripped the American way of life, it has influenced the makeup of the career civil service. There are more scientists than stenographers, more technicians than typists, and more individuals engaged in research than in mail-and-file operations, CSC Chairman John W. Macy, Jr., said in a recent speech.

A DECADE OF PROGRESS toward increasing efficiency and economy in Federal operations through the Government-wide incentive awards program will be capped by presentation of special national awards to a number of Federal employees next November 30, the 10th anniversary of the Government Incentive Awards Act. (See "Awards Story," page 24.)

STIFFER REQUIREMENTS for stenographers and typists seeking Federal employment went into effect January 7. In general, the new requirements call for high school graduation or appropriate experience to qualify for typist, GS–2, and stenographer, GS–3. To qualify for typist, GS–3, and stenographer, GS–4, applicants must have a year of training beyond high school—such as a business school, junior college, or college—or appropriate experience. Also, the Civil Service Commission has increased the scope of its written test which measures verbal and clerical skills, and will require increased typing proficiency.

NATIONAL INSTITUTE OF PUBLIC AFFAIRS invites nominations for its second group of Career Education Awards, a program of executive development for employees of Federal, State, and municipal governments. The program is made possible by a grant from the Ford Foundation. Recipients receive a year of graduate university education. Nominations by Government agencies must be received before February 1, 1964. For further information, contact NIPA at 1001 Connecticut Avenue, Suite 519, Washington, D.C., 20036.

—Joseph E. Oglesby

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